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An advisory report to the Board of Education of the Inglewood Unified School District was prepared by California's Bureau of Intergroup Relations. The document contains a section on the pupil distribution in the public schools. Also presented are such aspects of educational opportunity and intergroup relations as indicators of inequality, the "color blind" vs. "color conscious" issue, a survey of staff attitudes, and staff training and sensitivity. Other sections are devoted to community relations and ways of improving racial balance. A series of recommendations are included. (NH)

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REPORT OF THE BUREAU OF INTERGROUP RELATIONS

CALIFORNIA DEPARTMENT OF EDUCATION

ED025571

UD 007 611

INGLEWOOD UNIFIED SCHOOL DISTRICT
401 So. Inglewood Avenue
Inglewood, California 90301
June, 1968

U.S. DEPARTMENT OF HEALTH, EDUCATION & WELFARE
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CALIFORNIA STATE DEPARTMENT OF EDUCATION

BUREAU OF INTERGROUP RELATIONS

IMPROVING RACIAL BALANCE AND INTERGROUP RELATIONS

An Advisory Report to the Board of Education

Inglewood Unified School District, Inglewood

ED025571

(prepared for submission in June, 1968)

UD 007 611

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IMPROVING ETHNIC BALANCE
AND INTERGROUP RELATIONS

An advisory report to the Board of Education,

Inglewood Unified School District

California State Department of Education

Office of Compensatory Education

Bureau of Intergroup Relations

June 1968

California State Department of Education
Bureau of Intergroup Relations
721 Capitol Mall
Sacramento 95814

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IMPROVING RACIAL BALANCE AND INTERGROUP RELATIONS

An advisory report to the Board of Education, Inglewood Unified School District

I. INTRODUCTION

In January 1968, continuing an advisory relationship with the Inglewood Unified School District that had begun in July 1966, the Bureau of Intergroup Relations was asked by Superintendent A. Neil Galluzzo and the Board of Education to conduct a team study of the Inglewood schools and to advise the district regarding the improvement of racial balance and intergroup relations.

Members of the Bureau's consultant staff visited Inglewood on numerous occasions during March, April and May, 1968. Contacts were made with district administrators, principals, teachers, students, representatives of public and private agencies, members of community, civic, and school associations, and individual parents and citizens. Consultants who participated in the team study, under the direction of Ted Neff, Chief, Bureau of Intergroup Relations, were Gus Guichard, Eugene S. Mornell, and John Summerfield.

The team received valuable assistance through the assembling of information and the frank expression of opinion by Dr. Galluzzo and many members of his staff. Special thanks are due to Charles Lesher, Chairman of the district's Committee on Human Relations and Principal at Monroe Junior High School, and Roy Rosenberg, the district's Public Information Officer.

The problems and opportunities with which this report is concerned have been discussed in Inglewood for several years. In the summer of 1966, as the result of a federal grant, a special task force from what was then the district's Committee on Intergroup Relations and Problems of Ethnic Assimilation was able to make an in-depth study of education and race and issue the Report of the Human Relations - Equal Opportunity Task Force. The Committee on Human Relations, developing out of the previous group, has spent many hours in study and discussion, has presented a variety of reports and recommendations, and has implemented several in-service training programs. District staff, PTA groups, Morningside Park Neighbors, the Inglewood Stabilization Advisory Committee, and others have considered solutions to the area's racial concerns, including imbalance in the schools, intergroup tension, and equality of opportunity for all pupils.

This advisory report, it should be noted, centers primarily upon intergroup relations problems and programs for their resolution, including alternative plans for achieving a more equitable racial distribution in schools of the district. The report does not describe or assess all the positive efforts and exemplary projects in which the district presently is engaged. Those aspects of education in Inglewood which have special impact on members of minority groups, or on relationships between groups, are the subject of this study. More specifically, emphasis is on the distribution and problems of the Negro minority, for reasons which will be noted later. It is hoped that the questions raised, problems noted, and suggestions offered will help lead to improved educational efforts, and this report, therefore, should be taken as a helpful preliminary effort to provide assistance rather than as a critical evaluation.

It is true, of course, that education cannot be expected to solve all social problems. A school is primarily an institution where children learn. Nevertheless, each school district must accept its share of responsibility and leadership in working to overcome the problems of its community, alleviating those which originate or are intensified in the schools, and confronting directly those which impair a child's ability to take advantage of educational opportunities. That is the basis of the Bureau of Intergroup Relations' approach in this report and presumably of the school administration and Board of Education in inviting the Bureau to conduct the study.

Remaining sections of this report are as follows:

II. Distribution of pupils in Inglewood public schools
III. Equal opportunity and intergroup relations
IV. Community relations
V. Improving racial balance
VI. Recommendations to the Board of Education
VII. Appendix

II. DISTRIBUTION OF PUPILS IN THE INGLEWOOD PUBLIC SCHOOLS

A. Profile of the community. The City of Inglewood is located eight miles southwest of downtown Los Angeles, just northeast of the Los Angeles International Airport. It is bordered by Los Angeles to the east, northeast and west, where it adjoins the Los Angeles community of Westchester. Lennox and Hawthorne border Inglewood to the southwest and south. The Inglewood Unified School District serves the City of Inglewood and the Ladera Heights area of Los Angeles County, which borders Inglewood to the northwest.

Westchester, Lennox, Hawthorne, and Ladera Heights are almost totally white in their racial composition, while the areas of Los Angeles to the east and northeast of Inglewood are predominantly Negro. Historically, the movement of Negro population in Los Angeles has been from east to west, and the entrance of Negro families into Inglewood, which had no Negro residents at the time of the 1960 census, has been primarily into Morningside Park, a middle-class community in the northeast portion of the city.

The 1967 population of Inglewood, which is approximately nine square miles in size, was estimated at 91,000. Population projections indicate 125,000 to 148,000 residents by 1980. Recent trends have included an increase in apartments with small family sizes and an increase in the number of older individuals and couples, to say nothing of changing racial composition. The number of senior citizens has doubled during the last 30 years, while the number of children under 10 years of age has decreased four percent. The most expensive residential areas are in Ladera Heights and sections of Morningside Park, while pockets of low-income housing surround the downtown area and exist near Centinela Park and Center Park.

The San Diego Freeway runs north and south through the western portion of Inglewood, while the city also is physically divided into eastern and western portions along Prairie Avenue by the Inglewood Park Cemetery, Forum, Inglewood Golf Course, and Hollywood Park racetrack, which lie just to the east of

Prairie. Almost the entire Negro population of the city resides east of Prairie.

Inglewood historically was the retail and business center of southwestern Los Angeles County. However, development of large adjacent shopping centers in recent years has cut into retail sales. The Inglewood industrial area is a small portion of the airport industrial complex, and prime contractors and subcontractors for the aerospace and missile industry are vital to the area. Basic and applied research, scientific instrumentation and machinery, and other manufacturing also are important. Northrop Institute of Technology, a four-year technical college specializing in engineering and aeronautics is located in Inglewood, while the racetrack and Forum already have been mentioned.

B. The schools. The Inglewood Unified School District operates 12 elementary schools (K-6), one elementary school (K-3), one elementary school (4-6), two junior high schools (7-8), two senior high schools (9-12), a school for the orthopedically handicapped (which serves the Centinela Valley), two preschool programs, seven special education programs, an evening high school, and a continuation high school. Enrollment in fall 1967, excluding adult and orthopedically handicapped pupils, was 13,569. Projections indicate a slight decline in junior and senior high school enrollment during the next three years, with approximately a three percent per year increase in elementary enrollment during that same period.

Total assessed valuation in 1967-68 was $224,945,220. This amounts to $24,227 per pupil at the elementary level, and $48,127 per pupil at the secondary level. The expenditure for education per average daily attendance, kindergarten through grade 12, was $711.00 in 1966-67.

For the present school year (1967-68), the district has budgeted general fund expenditures of $10,513,833. In addition, a total of $160,204, the district's entitlement under Title I of the Elementary and Secondary Education Act, is being spent this year on compensatory programs for disadvantaged pupils.

"Target schools" in the district, based on low income, are Center Park, Oak Street, Hudnall, Centinela, Kelso, and Woodworth elementary schools, Monroe and Crozier junior highs, and Inglewood and Morningside high schools. Of these schools, only Woodworth, Monroe, and Morningside have significant Negro population, and the economically disadvantaged in the district are predominantly white. $178,065 also has been provided for other federal and special projects.

Inglewood at present has no entitlement in the State building aid program. It has no unsold bonds. Unused bonding capacity, as of June 30, 1967, was $16,384,240. No schools fall below earthquake safety standards of the Field Act.

In 1966-67 the total cost for bus transportation provided by the district was $139,515, of which the State reimbursed $34,286. Pupils transported daily one way numbered 1,249, of whom 137 were handicapped. Of the pupils being transported by the district, 609 were bussed to Inglewood High School, 314 were bussed to Crozier Junior High School, 189 were bussed to Monroe Junior High School, 93 were bussed to the orthopedic unit, and for special classes 16 were bussed to Oak Street and 28 were bussed to La Tijera.

C. Racial and ethnic composition. Racial and ethnic surveys were conducted in the Inglewood schools in fall 1966 and 1967. In 1967, excluding adults and the orthopedically handicapped, Negro pupils numbered 1,381 or 10.2 percent of all pupils, Spanish surname pupils numbered 1,052 or 7.7 percent, while all minorities numbered 2,780 or 20.5 percent of the total.

At the elementary level Negro pupils represented 11.7 percent of all pupils, at the junior high level 10.1 percent, and at the senior high level 7.6 percent. The Negro pupil percentage of 10.2 overall was up from an overall percentage of 6.7 in 1966. The Spanish surname total increased from 7.3 percent in 1966 to 7.7 percent in 1967. The combined minority percentage rose from 16.6 in 1966 to 20.5 in 1967.

Wide differences in minority population were reported at the various schools, due primarily to the distribution of Negro pupils. The Freeman population in 1967 was 68.1 percent Negro and 73.8 percent combined minority. Lane reported 52.7 percent Negro and 58.5 percent combined minority. Woodworth was 19.4 percent Negro and 36.7 percent combined minority. No other elementary school had more than 4.4 percent Negro population, and seven schools had less than one percent Negro population, three of these schools reporting no Negroes at all. Combined minority population at these same schools, however, ranged from 2.7 percent to 18.0 percent.

At the junior high schools, Monroe reported 20.5 percent Negro population and 32.1 percent combined minority, while Crozier reported .3 percent Negro and 9.5 percent combined minority. At the senior high schools, Morningside had 17.0 percent Negro population and 25.9 percent combined minority, while Inglewood reported .1 percent Negro and 9.4 percent combined minority.

Because of these differences in the distribution of Negroes and other minorities, and because of the rapid growth of the Negro pupil population, the emphasis in this report is on the Negro group. This is not to say that there are no educational or intergroup relations problems in connection with the other minorities, or low-income majority group pupils, but only to indicate the particular focus of this study.

The Bureau of Intergroup Relations, in analyzing the results of racial and ethnic surveys, has used the guideline of a 15-point deviation from the mean percentage of a district's racial and ethnic composition, beyond which a school is considered to be imbalanced. Although this represents only a rough informal yardstick, it serves as one indication of the kind of imbalance which appears to result in a denial of equal educational opportunity and gives rise to intergroup problems.

Applying that guideline to the combined minority percentages in the Inglewood schools, Freeman and Lane were imbalanced elementary schools because of a high concentration of minority pupils, while La Tijera and Parent were imbalanced elementary schools because of a low concentration, with Kelso and Kew close to imbalance. There were no imbalanced junior or senior high schools. If the guideline is applied to Negro percentages only, because of the still relatively low percentage of Negro pupils in the district only Freeman and Lane were imbalanced.

The present distribution of pupils in the Inglewood schools would not present so serious a problem of imbalance were it not for the rather extensive and rapid changes that are taking place within the school population. It already has been pointed out that Negro pupil population in the district increased from 6.7 percent in 1966 to 10.2 percent in 1967. An informal survey at Freeman indicated that Negro population at that school increased from 68.1 percent in November 1967 to almost 75 percent in May 1968, with further increase expected by next fall. A similar survey at Monroe indicated that Negro population there increased from 20.5 percent in November 1967 to more than 23 percent in May 1968, with further increase also expected over the summer.

If these trends were to continue, perhaps at a geometric rate, it would not be long before both Monroe and Morningside were predominantly Negro and the district divided east and west of Prairie along racial lines. It is true, of course, that available figures show Negro residential population is not reflected by school population. When the Freeman pupil population was 56.6 percent Negro in 1966, for example, the dwelling units in the Freeman area were estimated to be only 6.2 percent Negro occupied. However, based upon the experience of other communities, it is most unrealistic to assume that such discrepancies between school and residential population can remain for long. Racial imbalance in the schools eventually must have an effect upon housing, apart from an effect upon the educational program.

Tables 1 and 2, to be found in the first section of the Appendix, present the results of the 1967 racial and ethnic survey.

Before turning to a discussion of reasons for taking steps to alleviate racial imbalance, and alternative recommendations for such steps, it would be useful to consider indicators of unequal educational opportunity, intergroup relations problems beyond the issue of racial balance, and ways of beginning to deal with these issues.

III. EQUAL OPPORTUNITY AND INTERGROUP RELATIONS

A. Indicators of unequal opportunity. If racial and ethnic imbalance result in unequal education, as various studies indicate, what form does this problem take in Inglewood? In what ways have Negro pupils, especially, failed to cope with the educational program in Inglewood, and in what ways has the program failed to meet their needs? The scarcity of adequate information in this regard is a matter of concern. More information is essential if the schools are to accompany redistribution of pupils with other measures designed to overcome the educational handicaps of minority disadvantaged children. Neither these handicaps nor the scarcity of data is peculiar to Inglewood, of course, and the need to confront this issue directly should provoke neither defensiveness nor undue anxiety.

It must be emphasized that by unequal educational opportunity, the study team means neither deliberate discrimination nor denial of access to educational programs that are available to all pupils. Rather, the term is used to mean a failure to deal effectively with conditions of deprivation or disadvantage and a failure to overcome impediments to the fulfillment of whatever individual potential exists. Thus, if pupils from different backgrounds and levels of readiness for education enter a program that is geared primarily to pupils of one background and one level of readiness, the opportunity presented to them would be unequal, just as a chess game between a player with much skill and practice and one who had just learned the rules would be unequal. Education should seek to individualize instruction and begin with the child at his own starting point, and in this regard the study team merely is seeking to determine in what ways this attempt has reached, or failed to reach, groups of pupils who are different by reason of race or culture.

To discover indications of unequal conditions for education in the available data, apart from ethnic and racial imbalance, is a difficult task. For example, an examination of Negro and Spanish surname enrollment at the various grade levels in Inglewood reveals the following percentages:

	Negro		Spanish surname	
	1966	1967	1966	1967
Elementary	8.2	11.7	7.7	8.3
Junior High	6.5	10.1	6.7	7.6
Senior High	4.4	7.6	7.0	6.8
High School Graduates	2.4	-	4.6	-

(Figures are taken from the 1966 and 1967 racial and ethnic surveys except for high school graduates, taken from the 1967 graduation lists. Relevant information on 1968 graduates, to go with the 1967 survey figures, was not available.)

This would seem to confirm the growing minority population at the lower grade levels but gives little indication as to a possibly higher minority drop-out rate. The Negro graduation percentage probably reflects only the smaller numbers of Negro pupils at the higher grade levels, although the Spanish surname figure perhaps reflects a problem that requires further study. Such an interpretation is reinforced by 1967 survey information from the continuation high school, where the Negro percentage of 3.9 is roughly equal to the figure for Negro population at the high school level, while the Spanish surname percentage of 13.7 is far above figures for Spanish surname enrollment at any level and indicates one direction Spanish surname students leaving the regular program might take.

In looking at police contacts and suspensions from school by race, as another example, conclusions also must be limited. Of 122 students from

Morningside High contacted by the police between September 1967 and April 1968, 26.2 percent were Negro. Of 17 students from Monroe Junior High contacted by the police, 17.6 percent were Negro. One hundred and twelve students from Inglewood High were contacted, as were 21 from Crozier, and none were Negro. Contacts with relatively few elementary pupils were equally distributed among many schools and seemed to reflect their racial composition. Of 142 students suspended from Morningside during this same period, 27.5 percent were Negro. Of 104 suspended from Monroe, 53.8 percent were Negro. One hundred and seventy students were suspended from Inglewood and 43 were suspended from Crozier, and only one of these, from Crozier, was Negro. Elementary suspensions also were distributed equally and reflected the racial composition of the schools. For the schools east of Prairie, in all but one of these cases the percentage of Negroes contacted or suspended was above the Negro percentage in the school population, in one instance substantially above. However, total contacts and suspensions compare with figures from the schools west of Prairie, and the one definite statement that can be made is that the figures to some extent contradict the view of many white parents (and teachers) that little disciplinary action is taken against Negro students.

As another example, an attempt to relate racial balance, economic status, and achievement test results also proves difficult. Table 3, to be found in the first section of the Appendix, provides a ranking of Inglewood elementary schools by percentage of minority population, economic status based on figures used for ESEA Title I applications as further refined by the estimates of school district officials, and scores on four standardized tests. (A slightly different picture might result in several instances by using other tests or other grade levels, although the tests presented here have been available to the study team in other districts and would seem to have maximum reliability. Testing generally appears to be more reliable at higher grade levels, although there is no way of determining from the data for how many years the pupils tested have attended schools elsewhere before coming to Inglewood.)

The conclusions from Table 3 must be tentative, in the absence of more detailed information by race and income. Nevertheless, most of the data seems to indicate that while achievement generally is related to economic status, in the heavily minority schools of Inglewood educational disadvantage is tied more to minority identity than to income. For example, the three schools highest in minority population, and especially Negro population (Freeman, Lane, and Woodworth), are among the four schools lowest in achievement on three tests and among the five lowest on the fourth test. On the other hand, only one of these schools is low in economic status, while two are among the five highest in the district. Another school (Centinela) is the lowest in the district in economic status but is in the middle range for minority population and reports middle-range achievement scores.

Two schools (La Tijera and Parent) are the two lowest in minority population and the two highest in economic status, and these schools also are the two highest in achievement on all four tests. In two other schools (Oak Street and Payne), minority population, economic status, and achievement also seem directly related. With the remaining five schools (Center Park, Hudnall, Kelso, Kew-Bennett, and perhaps Highland), achievement seems more related to income than to minority population on the basis of available data.

In any district, and in spite of racial, ethnic, and economic differences, there will be individual principals and teachers who will overcome traditionally accepted obstacles and have an unusual impact on young people. Undoubtedly this is true in Inglewood, where the study team met some unusually dedicated and skillful educators, and it is not always reflected in simple statistics. It also is true that there will be variations in population, economic circumstance, and cultural background in any given attendance area that do not fit within the gross categories used in most studies, and yet these variations have an obvious effect upon test results.

Finally, an examination of college-preparatory courses and "ability grouping" at Morningside High School results in the same kind of tentative conclusions. The four "tracks" of World History classes, for example, reveal the following percentages of Negro students:

Remedial	46.1
Low	20.9
Medium	14.5
High	9.8

English I presents this picture:

Remedial	33.3
Low	16.2
Medium	17.2
High	6.2
Honors	6.2

The fourth year of English, English IV, reveals this pattern:

Remedial	17.6
Low-High	13.8
Honors	0

An examination of Negro enrollment in the various mathematics offerings, from remedial to advanced, present this picture:

Math Skills	41.7
Math I	18.6
Pre-Algebra	16.6
Algebra I	10.4
Algebra II	9.1
Geometry	10.7
Math Analysis	0
Calculus	0

And in college-preparatory science classes, this is the picture:

Biology	18.1
Chemistry	9.9
Physiology	8.3
Physics	5.9

The pattern is more irregular in some subjects (for example U.S. History, where an effort is being made in some classes to find potentially high-achieving Negro students despite past grades and test scores), and in general the distribution is better than in many districts studied by the Bureau of Intergroup Relations. The ability, middle-class background, and motivation of many Negro students in Inglewood is reflected in the data, and obviously there are many who are achieving quite well. However, the figures tend to indicate that Negro students are generally under-represented in the higher tracks and in more advanced courses in most subjects. Even in subjects where the overall pattern is somewhat different, there still are few Negroes in the honors track.

The study team is not attempting to place blame or point to a single cause, especially since many of the students at Morningside previously attended schools outside of Inglewood. However, because scientific findings indicate that intelligence and ability are equally distributed among all racial groups, and because the increasingly specialized, complex, and technical employment market requires constantly increasing levels of achievement, it will be necessary to examine this pattern continually as Negro population within the district grows. (The study team is not suggesting, of course, that all students should take college-preparatory courses. Rather, it is pointing out that as educational disadvantage is overcome, Negro students should be represented in all types of programs, including those that are college-preparatory.) It is essential that the schools attempt to overcome educational disadvantage wherever it may exist and that the gap between majority group and minority group achievement not be intensified during twelve years of schooling--whether this be due to cultural deprivation, negative peer or parent attitudes, discrimination in the community, insensitivity on the part of some school staff, a curriculum failing to reach many students, ability grouping, or any combination of these factors.

B. "Color-blind" or "color-conscious." The schools of Inglewood, like those in many educationally advanced school systems in California, have attempted to develop an educational program that is "color-blind." They have attempted to provide equal educational opportunity for all pupils, regardless of race, religion, cultural or economic background. They have attempted to treat problems that arise on an individual basis.

Now, however, they are proceeding to consider plans for improving the distribution of pupils of different racial groups, based upon sound legal, educational, and social considerations. Such redistribution, however necessary as it is, cannot be sufficient. The placement of minority group children side by side in the classroom with majority group children in more balanced numbers does not, in itself, lead to social integration, improved self-image, academic achievement, and all the other components of genuine equal educational opportunity. Redistribution of pupils must be accompanied by a variety of other programs, all of which require that the districts now become "color-conscious" (actually "culture-conscious" in the case of the Spanish surname population), rather than "color-blind." ("Color-blindness," of course, has not prevented de facto segregation, among the schools and within ability grouping practices.)

The picture presented by Table 3 and the survey of classes at Morningside High School appears to indicate a need for increased emphasis on the special problems of the minority population. If the existing educational program, in Inglewood or in the schools from which pupils come to Inglewood, has not worked for significant numbers of minority youngsters, perhaps there are problems of self-image, motivation, and learning that must be approached differently. One such approach is through improved racial balance. Another approach (to complement, not replace, improved balance) is through the development of programs centered on those problems common to many Negro (and Spanish surname) pupils, regardless of socio-economic background and in addition to existing programs of individual identification and instruction.

In Inglewood, as in many other districts, there appears to be an underlying assumption on the part of many school people that the minority pupil needs to accommodate to middle-class majority group society. However, there appears to be a failure to perceive a reciprocal need to help pupils from all racial and ethnic groups to gain a knowledge of, and a pride in, both their own backgrounds and the contributions of all peoples to American history, culture and democratic life. Perhaps this is at the root of many problems in school and with school.

An emphasis on "color-consciousness" seems to run counter to the sentiment prevailing among many people in the district. Their view seems to be that America is a "melting pot" in which different cultures are to be assimilated into a whole, which in most cases turns out to be very similar to the culture to which these people belong. Yet, if the educational system is to affect those who are truly different, whether they be Negro, Mexican American, or low-income Anglo, perhaps a philosophy of "cultural pluralism," with an emphasis on and respect for these differences, would offer a more effective, meaningful, and democratic approach.

In raising the issue presented here, the study team is suggesting that there are some majority group values with which any minority group, in order to achieve success in this society, must come to terms. However, this accommodation is precisely what often fails to take place when it is attempted at the expense of minority group identity, to say nothing of a variety of ethical and psychological considerations.

One sociologist* has made the following observations in relation to low-income school dropouts. His comments undoubtedly might be applied to low-income pupils of all racial and ethnic groups, and with the change of but a few words they also might be applied to minority pupils of any economic class who come from a different cultural background.

> To reach the dropouts and give them a reason for studying, the school would have to start by accepting their raison d' etre. It would have to take lower class life seriously as a condition and pattern of experience, not just as a contemptible and humiliating set of circumstances from which every decent boy or girl is anxious to escape. It would have to accept their language, their dress, and their values as a point of departure for disciplined exploration, to be understood not as a trick for luring them into the middle-class, but as a way of helping them to explore the meaning of their own lives. This is the way to encourage and nurture potentialities from any social class.

There seems to be a need now for a more significant, conscious, built-in, district-wide effort to include the culture and contributions of the many peoples who make up this country in the regular social studies, history, and language courses, not necessarily as separate units but as part of the total picture. Where such an effort now is being made, it appears as a special interest of a particular principal or teacher.

On the other hand, some lack of awareness or sensitivity in this area, and sometimes even surprise at the idea, appears to be quite common. Greater use of materials depicting and describing ethnic differences, histories, cultures, and problems, and the development of such materials when they are not available, would seem essential in an area such as Inglewood, as would use of staff and community persons of minority background in such projects and as speaker and resource people generally.*

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* Edgar Friedenberg, quoted by Mario D. Fantini and Gerald Weinstein in Toward a Contact Curriculum.

C. Intergroup relations survey. As an attempt to gain further insight into intergroup relations problems in the Inglewood schools and demonstrate one type of "color-conscious" evaluation that can be of benefit, the Bureau of Intergroup Relations study team conducted a written opinion survey among all staff, certificated and classified, in the district.

Four hundred and forty survey forms were returned by certificated employees, representing 68 percent of those who received them. One hundred and fifty-five forms were returned by classified staff, representing 42 percent of those receiving them. In all, 595 forms were returned from 59 percent of the staff receiving them. The study team considers this an excellent response, and these numbers, together with the many extensive comments on the forms, indicates a high degree of interest in the problems discussed. Responses to the survey were tabulated by members of the Inglewood Teachers Association Human Relations Committee and other staff, many of whom previously had participated in discussions of the survey form. A member of the study team read all responses, and interviews also were conducted with over 200 teachers and administrators in small group meetings.

With very few exceptions, there were no significant differences between the responses from certificated and classified staff, staff working east of Prairie and west of Prairie, elementary staff and secondary staff, teachers and administrators. The differences that did exist will be pointed out in the summary that follows.

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* "Suggestions for Teachers and Administrators," an excerpt from Afro-Americans in the Far West: A Handbook for Educators, by Jack D. Forbes, Far West Laboratory for Educational Research and Development, Berkeley, 1967, is included in the Appendix to this report. Similar materials are available in regard to Mexican Americans and multi-cultural education programs.

Attitudes toward Negroes and problems of discipline obviously were the focus of concern in the responses, if both answers to multiple choice questions and the more extensive written comments are considered. Asked how serious they considered problems of maintaining consistent discipline in schools where there is significant Negro population, 37.8 percent of those responding described these problems as "very serious," 40.5 percent described them as "serious," while only 21.7 percent said they were "no more serious than in schools with few Negroes." The vast majority of respondents attributed these problems to the "home and peer environment of Negro pupils," next to "disturbed or anti-social Negro pupils," and then to either "lack of a meaningful curriculum" or "general permissiveness in our society." Quite a few certificated staff mentioned "prejudice by Caucasian pupils," while quite a few classified staff noted "temperament of Negro pupils."

A wide range of comments were offered in regard to discipline, from "consistency of discipline is up to the administration not the Negroes" to "a firm heavy hand to maintain discipline and to mete out punishment (is needed)." Among the many statements, these were representative:

> It is important to maintain standards in any school, but particularly vital in a school where the largest percentage of students are Negro...I say this because most Caucasians seem to be laboring under the illusion that lack of discipline goes hand in hand with Negroes.
>
> Rumor has it that administrators and faculty are more permissive with Negro students and let them "get away" with more to avoid trouble.
>
> Too many teachers "look the other way" when Negro students misbehave. Every students should be required to conduct himself properly at all times.
>
> A small number of Negro students are flaunting the school regulations and are getting away with it. This is making it unpleasant for the very fine Negro students. Although there are probably as many white students breaking the same rules, the Negroes are more noticeable.

> All discipline should be without regard to race, but this might present a problem to a teacher who is trying to be overly kind or to one who is afraid of being misunderstood.

When asked about the seriousness of problems of motivation and achievement among Negro pupils, 21.1 percent of staff responding considered them "very serious," 55.6 percent considered them "serious," while 23.3 percent said they were "not serious." When asked about problems of motivation and achievement among low-income Caucasian pupils, 36.9 percent of the respondents said they were "very serious," 51.9 percent said they were "serious," while only 11.2 percent described them as "not serious." Among comments in this regard were the following:

> There is a definite imbalance in the motivation and ability of the children attending the two junior highs.

> The Negro pupil who has the ability will try much harder than a white pupil.

> The ability is probably the same for both groups but fewer Negroes will make it for other reasons, racial, cultural deprivation, frustration, highly developed sense of failure.

Staff responding to the survey said, on the basis of an "educated guess," that 46 percent of all pupils in the district had the ability to complete a college-preparatory high school program (average of all responses), while they said that 24 percent of Negro pupils could complete this kind of program. The answer to this question was an average of 10 percent higher from elementary staff than from secondary staff.

This leads into attitudes toward Negroes, a factor that appeared in response to many of the questions and in personal interviews. Of all respondents only 16.9 percent said staff was "no more comfortable" in working with Caucasian pupils than with Negro pupils, 52.9 percent said they were "somewhat more comfortable," while 30.2 percent said they were "a lot more comfortable." Of all respondents

76.5 percent indicated that it requires special attitudes or skills to be successful in working with Negro pupils. While respondents indicated that 66 percent of all parents are greatly concerned about having their children succeed scholastically, they felt this to be true of 57 percent of Negro parents.

Relatively few respondents felt that teacher prejudice was a factor in working with Negro pupils. One person said, "Prejudice by teachers? I can't imagine this!" But another said, "Biases are well established among the staff and would be almost impossible to overcome." Whether certain attitudes are described as misunderstanding, insensitivity, or prejudice, however, some problems are evident among some staff:

> I've read many psychology studies and there evidently is less ability in total Negro population than total white.
>
> Ignorance evidentally spurs Negroes to constantly clamor about their "rights." Riots, Freedom Marches, Poverty Marches should not be tolerated. Respect needs polishing!
>
> It is my feeling that the Negro wants to be given his "place in the sun" rather than work and qualify for it.
>
> Must be ever vigilant, as they are troublesome.

Anti-Negro feeling among the Caucasian pupils of the district was estimated at "a great deal" by 26.2 percent of the respondents, "some" by 60.2 percent, and "little" by 13.6 percent. Anti-Caucasian feeling among Negro pupils was estimated at "a great deal" by 23.1 percent, "some" by 66.3 percent, and "little" by 10.6 percent. More anti-Caucasian feeling was described by those working east of Prairie.

> There are many of our Caucasian students (we have no Negroes at all) who refer to Negroes as "Niggers."
>
> The parents are at fault--we've had dances where the parents won't allow their students to attend because they may dance with a Negro!

> When a Caucasian female student is seen with a Negro male student it creates a great deal of anti-Negro feeling among the male Caucasian students. This is a big problem in this school.

> I would guess Negroes are being led into anti-Caucasian feelings with all this talk, preparation, etc. and Negro agitators.

Of all respondents 70.9 percent described relations between Caucasian pupils and minority pupils other than Negro as "generally harmonious," 23.4 percent said they were "so-so," while 5.7 percent said there was "considerable misunderstanding."

In discussing the need for curriculum materials, films, and formal classroom study dealing with the history and contributions of minotiy groups in the United States, 78.3 percent said that there was "more need" in this area, 17.8 percent said the "present program is adequate," while 3.9 percent said there should be "less emphasis." As to an intensified program of in-service training in intergroup relations, 37.2 percent said that it "would help very much," 47.0 percent said it "might do some good," while 15.8 percent said it "probably would not help." Classified staff indicated belief in less emphasis on minority history and contributions but more need for in-service training than did certificated staff. Among the range of comments were these:

> I sometimes feel lost as to "how" or "where" to begin with my class when we come to an issue such as the Civil War and slavery. (In fifth grade text) I feel I might be opening a Pandora's box when we begin discussing such a topic. Most of my students verbalize opinions they learned at home. I would like to add my influence to some prejudiced views but I feel incompetent.

> I think most teachers in Inglewood are uninformed, unaware, and frightened of the so-called "problem." They have heard too many rumors and have too many generalizations.

> The teacher needs to be genuinely sincere or all the materials in the world will not help build self-esteem.

Of all respondents 90.7 percent felt that intergroup relations problems will increase as Negro population grows and expands within the district.

Asked what they would do if certain schools in the district had special educational problems due to concentration of low-income pupils, "educational disadvantage," or other factors, 53.6 percent said they would provide the disadvantaged schools with extra resources "even if this would require diverting funds which might be used to improve programs at schools throughout the district"; 22.8 percent said they would apportion all resources equally among all schools, based upon attendance, regardless of need; while 23.6 percent said they would distribute pupils from the disadvantaged schools throughout the district.

Those who wished to distribute pupils throughout the district offered comments such as these:

> My observations would indicate that the "disadvantaged" benefit greatly by contact with the "advantaged"--they tend to reach up a little higher--even their dress and general appearance improves.
>
> I hope that Inglewood will take some steps toward alleviating conditions on the East side such as a strong ordinance on open housing and school integration. Unless they do, they surely will become another Compton in a few years. If morality and ethnics are missing, surely consideration of the economic future of the community should play a part.
>
> The district and city is small enough to really create a planned integrated society--it could work here if it would work anywhere.

Those who wished to apportion all resources equally offered comments such as these:

> I didn't know there were "disadvantaged" schools in the I.U.S.D. I thought all of our students have the very best teachers and administrators possible and that all students have exactly the same opportunities as far as equal schooling goes.
>
> Racial imbalance is a term that causes tensions. Let's relax and be kind--that's all!
>
> Let us keep the Negroes at a minimum in our schools.
>
> Let nature take its course.

Finally, while most of the respondents said that extra resources should go to disadvantaged schools, few commented further and those who did comment seemed to say that funds should not be diverted for this purpose. Thus, one comment is typical: "I believe that the disadvantaged should have extra resources but not if it will take funds away from the educational program in other schools in any way."

In discussing ways to solve Inglewood's intergroup relations problems, staff seemed polarized between those who felt that recognition of problems was vital and a first step toward solution, and those who felt that the less talk about any problems the better--"talk creates problems." In this, as in other responses to the survey, they undoubtedly were typical of citizens in the community at large. Most often mentioned in connection with an improved educational program, however, was the need for consistent discipline, more minority staff, a better vocational education program, smaller classes, and more staff and campus supervision. Also mentioned by significant numbers of respondents were in-service training, better curriculum materials, more minority speakers in the schools, parent and community education, better staff-administration communication, and better publicity for the positive aspects of the school program. Also mentioned, but by fewer respondents, were an improved curriculum, more extensive remedial and language skills program, teacher-student human relations committees, use of federal funds in Morningside Park, integrated summer schools, secondary school redistricting, educational parks, and residential integration.

D. Staff training and sensitivity. Perhaps the most critical issue discussed in the intergroup relations survey (and critical to the implementation of any plan for redistribution of pupils, much less the "color-conscious" approach which has been described here) are the attitudes and responses of school administrators, teachers, and staff. The majority of school personnel undoubtedly are competent and committed to the jobs for which they have been trained and in which many have a great deal of experience. The majority undoubtedly are positive in outlook, well-meaning in intent, and desirous of helping each individual pupil fulfill his potential regardless of race, cultural background, or economic circumstance. The majority are willing to respond positively to problems of change and ethnic differences.

However, it appears to be true in Inglewood, as it is in most school districts, that in terms of intergroup relations, especially, there exists much misunderstanding, considerable insensitivity, and a significant amount of prejudice. And where these elements exist, in any degree, serious problems are created for the district, the staff, and the pupils. Most school personnel are now meeting, or will soon be meeting, problems and situations for which their training and experience have not prepared them, as is true of most other citizens. Information relating to ethnic differences, class values as opposed to cultural values, the role and contribution of all peoples to American society, resources for intergroup relations curriculum materials and direct consultation on specific intergroup relations problems have not been widely available. Descriptions of successful programs and innovative techniques in dealing with these areas of concern likewise generally have not been available. Discussion of intergroup relations issues among staff in most school districts has been minimal, and understanding and communication among school personnel--much less among teachers, pupils, and parents--often has been assumed rather than built into the regular school program.

While many intergroup relations problems have no simple, general, easy-to-find solutions, examination and discussion of the problems frequently has been avoided on the assumption that if overlooked the problems will take care of themselves. Then, too, with increasing concern over the problems of Negro pupils, the fundamental intergroup relations problems of Caucasian pupils--especially, but not only, low-income Caucasian pupils--often have been overlooked despite their central role in intergroup relations. A total program of school integration must include long-range planning for continuous, in-service intergroup relations training in several areas.

Perhaps the major goal of any such training program should be an exploration on the part of all school personnel of their own attitudes, values, and feelings in regard to ethnic differences. Self-awareness and understanding is a critical factor in intergroup relations, and only such awareness and understanding can lead to the effective use of previous education and experience in new situations. The use of language in communicating with persons of different background (do you speak of that pupil as colored, Negro, or black?), feelings toward various racial and national groups and comparisons among them ("If the Irish worked their way up, why can't the Negroes do it?"), attitudes toward what is perceived as different from acceptable middle-class behavior (parents who don't respond to notes sent home by the teacher or pupils who wear their hair long), views on civil rights activity ("Those people are just hurting their own cause!")--all have their effect in contacts with pupils and parents, often being interpreted differently than intended by the school person.

While basic intergroup relations information per se must be an integral part of any in-service program, such information can be disseminated through reading materials, lectures, films, etc. It is only through small face- to face discussion groups, however, led by skilled and experienced training group ("T-group" or "sensitivity group") leaders, that interpretation of information and feelings about it can be expressed and put to positive use. (It is the way in which information is selected, perceived, and interpreted, of course, rather than the information itself, that affects behavior.) Such groups, long-term and continuing, should be the basis of in-service training. Participation of community persons in these groups also should be considered.

This suggestion is based upon the assumption that feelings as to what constitute problems often are more important than any "objective" descriptions and that these feelings--on the part of staff or pupils--often represent the most real and difficult problems with which school personnel must deal.

E. District human relations committee. The Bureau team suggests that any intergroup relations program in the district, certainly including in-service training, be preceded by expansion of the district's present Committee on Human Relations, which should include faculty members, meet regularly, and play a continuing role in district affairs. This should be done as soon as possible. The committee, in addition to planning and implementing the in-service program, could develop guidelines for the establishment of pupil human relations committees in each school which are representative of the entire pupil population--including high achievers and low achievers, school leaders and those exhibiting behavior problems. The committee also could initiate these pupil committees, maintain on-going communication and regular meetings with them, and work with the pupil committees in developing human relations programs for each school. It is important to emphasize the need for both teacher and pupil involvement from the inception of all programs described.

The committee could look into the problems and suggestions arising from the intergroup relations survey. In regard to discipline, for example, the committee could examine ways in which the goal which all in Inglewood seek might be achieved: schools with minimum racial tensions where pupils can pursue education in an atmosphere of mutual respect and friendship and with a sense of accomplishment. Consideration could be given to fully representative pupil participation in review of rules and standards, specialized staff training leading to consistent enforcement, improved communication with pupils and parents in regard to discipline, "open door" policies making an administrator always available to pupils and parents, and controlled campus visitation by adults from the community.

As another example, the committee could look into ability grouping and its effect on segregation, the relevance of the college preparatory program in the high schools, the extent to which minority groups are represented in the curriculum and curriculum materials, use of the continuation high school, needs in the counseling program and the use of counselors in the community, the possible need to strengthen and expand remedial classes and services, the entire area of vocational education, and the need for more extensive discussion of controversial issues.

Such a committee also could examine ways in which physical facilities and surroundings are in need of improvement and how this might be accomplished at minimum expense, the possibility of team teaching, non-graded classes, and flexible scheduling, ways to reach low-income pupils more effectively, the more extensive use of para-professional personnel and school-community workers--and many other such areas which lead to a better educational program for all pupils.

Some of the areas mentioned already are under study. In some areas programs already have been inaugurated, and in others funding beyond the present resources of the district are required. However, there appears to be definite need for examination of these matters with a specific intergroup relations focus, better communication with the non-school community as to what is happening, and involvement of all segments of the community once needs and programs have been defined.

F. Teacher employment. The demand for qualified teachers is heavy in almost every school district in California, and Inglewood is no exception. Of equal importance, especially in a district such as Inglewood, is the problem of recruiting, upgrading, and promoting minority group teachers. Some administrators, as individuals, presently are most active in this area, taking positive and aggresive steps to find the teachers who will provide models for the minority pupil population of their schools and help the majority group to see a balanced picture of minority people. Others take a more passive role.

More intensive work clearly needs to be done in this area, beginning with an examination of the district's recruiting efforts. General problems include staff awareness of need, the types of teacher education institutions contacted, and portrayal of the district's racial composition and desire to employ minority teachers.

Tables 4 and 5, to be found in the first section of the Appendix, present the results of the latest racial and ethnic survey of certificated and classified employees assigned to each of the schools.

Minority staff population need not be represented precisely in proportion to pupil population. Contact with minority staff members is a valuable and natural way, however, in which majority group pupils help gain a full and objective picture of people who are different by reason of color or background, and it is a way in which minority group pupils help form a more favorable self-image and motivation for achievement.

As but one example of a program that might be developed in this area of concern, a long-range effort at recruiting minority teachers well could be tied in to a program designed to stimulate the aspirations and academic motivations of minority pupils. Aimed particularly at pupils who would be encouraged to prepare

for higher education, teacher training, and a return to the districts as certificated staff, such a program would involve the use of teacher organizations, professionals of minority background and parent cooperation in promoting meaningful goals, better achievement, and eventually an expanded local source of teacher candidates.

IV. COMMUNITY RELATIONS

Initial contact with the community was made through the medium of a community information meeting called by the Superintendent on March 13, 1968. This meeting was held prior to direct community contact by any member of the study team. A special letter of invitation, over the Superintendent's signature, was sent to a broad range of community leaders and "opinion makers"--civic officials, Parent-Teachers Association presidents, local news media, home and neighborhood improvement groups, city employees, district teacher and employee association executives, and others. The purpose of the meeting, as identified in the communication, was to inform citizens of the impending district study. Specific matters including the reason for the study, the board invitation to the Bureau of Intergroup Relations, the scope and duration of the study, who would be involved and what form the final report would take, were spelled out in the letter of invitation and again at the meeting. Approximately ninety persons were present. A report of the discussion was developed for press release and was circulated as an in-house memorandum to all district administrators and members of the district human relations committee.

Strong efforts were made at the March 13 meeting to encourage a wide variety of questions from the assembled group to the Superintendent and the study team. It was pointed out that appointments for further discussion could be made at that time (some were) or could be obtained by telephone.

Following this general orientation, the study team attempted to respond to invitations to discuss the study with representatives of service or civic organizations, school-related or school-interested groups and individuals. Within the limitations of allotted time, no request was turned down, although several had to be postponed or rescheduled due to conflicts with other commitments. The team sought the broadest possible sampling of interested opinion to include concerns from both minority and majority racial groups; from high, medium and low socio-economic class groups; from appointive and elected local government officials; identified school-related groups; neighborhood organizations, district-wide organizations and those with wider membership.

The approach with each group was to restate the reasons for the study and its limitations of time and jurisdiction, and to encourage open discussion which generally concerned itself with the following areas:

1. Quality and frequency of communication with district officials, and knowledge of policies
2. The group's "image" of district leadership
3. Group concern with the extent of pupil segregation or ethnic imbalance; understanding of the relationship of educational quality to school integration and awareness of the need for any school desegregation
4. Group concern with general development of schools and future plans of the district
5. Group recommendations for action (if any)

It quickly became apparent that the depth of concern with each of the areas listed above varied according to the level of socio-economic class, the racial makeup and the proximity of the group in question to the "problem" (identified as the growing concentration of Negroes on the east side of the district). Thus it is not easy to generalize the comments made by the various PTA groups, although a few examples of unusual initiative may be worth noting. The PTA group which took the greatest advantage of the superintendent's invitation to attend the March 13 meeting was that of the Beulah Payne school, turning out in greater numbers than any other school and later expressing a continued interest in the activities of the study team by attending all open meetings and vocally supporting the "neighborhood school" idea. The Freeman school PTA called a special "parent forum" meeting to discuss (for the benefit of themselves and the study team) the pros and cons of school integration. The Inglewood High School PTA devoted a substantial portion of its monthly board meeting to discuss the study with a team member, as did the boards of Parent, Payne, Lane, Woodworth and Monroe Junior High, among others.

The tone of the meetings varied, but it is probably safe to say that those PTAs not directly involved with the Lane-Freeman area expressed attitudes that were guarded, wary and occasionally hostile. These groups often communicated the belief that "something" clandestine was being planned or had already been decided. Their concern about pupil segregation (racial imbalance) was a provincial one; that is, PTA groups west of Prairie seemed to say that while they did not approve of segregation (on occasion some were not quite sure that they didn't, expecially if it was seen as the result of housing "patterns"), they felt that the issue had to be dealt with at the neighborhood level. On the other hand, PTA groups east of Prairie felt that a growing concentration of minority group pupils represented a threat both to racial balance and quality of education and that this problem should be solved by a concerted effort of all parents in the district.

If the parent opinion and concern is broadened to include neighborhood-oriented, but not official, parent organizations, another dimension is added to the opinion divergence--particularly in a certain racial group. Some Negro parents in the Lane-Freeman area, meeting in a separate group, expressed ambivalent feelings of satisfaction with the schools as they are, fear of the level of education being allowed to drop if Negro enrollment continues to increase, and bitter memories of the personal agony and threat which they and their children underwent during the first moves into the Inglewood district. An all-Caucasian group, meeting as a separate group, expressed grave concern with an increase of behavior problems in schools with ethnic minorities, either as experienced or as projected, and with what was perceived as a lower quality of education.

Neither group had any specific suggestion for relieving racial imbalance, with the possible exception of the Freeman school group and Morningside Park Neighbors where there was mention of boundary changes, magnet schools and pairing. Indeed, in two groups the question was seriously debated as to whether the district was not enlarging or manufacturing a problem--that there was little relationship between a segregated environment and inferior education. One group suggested the district "might wait to see what really develops" before taking or planning any action. While these ideas were verbalized only in the instances mentioned, it is safe to assume that they were present at other groups.

Several of the parent and PTA groups expressed open dismay at what they identified as a failure on the part of the district to communicate clearly its intent to embark on this study (despite the meeting commented upon at the opening of this section). In some instances there was indication of a thinly veiled distrust of the sincerity of the district's intentions.

Somewhat revealing as to the extent of opinion divergence was the development of spontaneous grouping--groups which came together to discuss with the study team members a particular point of view. These seemed to be developed out of credence given to rumors that the district was "up to something," was planning to "bus kids around," and from a feeling of having been "left out" in the tallying of community opinion. One example of this type of group is worth noting.

In a high income area a group of parents was called together and a study team member was invited to attend "to hear the true feeling of the people in this neighborhood," in explicit contrast to the ideas presented at an earlier meeting held with a home improvement organization in the same neighborhood. The "spokesmen" for the group (it was such a large group that it was impossible for all present to speak) voiced distrust as to the intent of the district study, reported conflicting or inadequate information given out by the district, and expressed suspicion of the study team staff, summing it all up in a resolute opposition to the district's "bussing plan" (which it was assumed that the district had already developed).

These ideas were projected in an extremely emotional atmosphere in which it was felt that the individual rights of parents (in that area) were being ignored. By way of contrast, it is important to point out that some of the parents present communicated privately to the study team member that the meeting was not representative of neighborhood opinion as it was purposely concealed from individuals who would not agree with the ideas voiced by the "spokesmen" and that they (the informants) found out about it through surreptitious means.

Individuals and ancillary groups were contacted in an effort to broaden the emerging picture of the district. These included civil rights groups, broader based neighborhood groups, human relations commissions and interested individuals. The surprising note was their unanimity of feeling that "little, if anything, could be done to improve the racial situation in Inglewood." In practically every contact this impression was based on an observation of the earlier history of race relations in the district.

Formal community organizations, while generally very helpful and cooperative, also reflected the separate and provincial picture that seems to characterize the district: If the "problem" doesn't touch us, we want nothing to do with its solution. One notable expectation to this was a home improvement group in a high socio-economic area, which, after considerable discussion, concluded that the district was moving in the right direction in its effort to plan to correct racial imbalance but should take time to more fully inform all parents. Another significant exception was within the churches generally, and in one church group in particular which felt that it is of paramount importance immediately to correct racial balance within the schools.

General impressions:

1. Despite district efforts to the contrary, many citizens express little knowledge of and feel scant identification with the goals of the district board and administration. They further project a feeling of disengagement with its plans to achieve those goals.
2. Generally, one gets the impression that Inglewood citizens are vaguely distrustful of district leadership. This would seem to follow almost naturally from the frequently expressed feeling of being left out of the communication process.
3. There is an overriding neighborhood provincialism, and many citizens seem never to have tried (or to have been asked) to think beyond the limits of their local school boundaries.
4. With the exception of the east side of the district, there is little knowledge of, or shared concern about, the growth of racial imbalance. Citizens (except those on the east side), most of whom are Caucasian, project the feeling that continued isolation and compensatory education will solve any problems that may develop.
5. There appears to be little concern with the development of the district over a long period and consequently little interest in participating in this development.

Conclusion:

The general impression that emerges is one of a divided and separated community and district, with each neighborhood group intent on preserving the racial makeup of its schools. The one exception, as noted before, is the east side with its racially imbalanced schools.

However, this conclusion cannot be properly evaluated without considering the history of human relations in the community, including the following elements:

1. Inglewood's reputation as an "all-white" suburban retreat on the edge of a large Negro ghetto.
2. Recent ingress of Negro residents along with white residential "flight" and panic selling, thought by some residents to have been encouraged by unscrupulous tactics of real estate brokers.
3. Efforts at "stabilization" of the integrated area by a local neighborhood group, expressed as "maintaining integration" by Caucasian members and viewed as stopping the influx of further Negro residents by the Negro members.
4. Considerable rancor and intensification of racial stereotyping and animosity following every "tension incident" that occurs within the school setting.
5. Since 1964, the ever-present though unstated threat of renewed violence in white neighborhoods because of the proximity of the city to the Watts outbreak.

It seems clear, in light of these findings and the evidence of lack of confidence by the school community in what is said by school officials, that some measures need to be taken to bring all segments of the community into a close working-sharing relationship with district policy-making and its implementation. The need for such procedures, become crucial when highlighted by the emotionality that typically attends discussion related to racial and ethnic concerns.

One important method of effecting a closer relationship could be the appointment of a citizens Community Relations Advisory Committee, composed of interested, school-oriented citizens with its makeup accurately reflecting the racial, social and business aspects of the district. While there are several methods by which members for such a committee could be identified, whatever the method of nomination, it is important that the committee be large enough to include representatives of those groups that by precept or current program indicate a willingness to seek ways to redress racial imbalance and improve intergroup relations. Examples of such groups would be: Inglewood Stabilization Advisory Committee, Ladera Heights Improvement Association, Morningside Park Neighbors, Inglewood Civic Club, Ministerial Association, Education Committee of the Chamber of Commerce and others. Once appointed by the Board from a list of nominations suggested by existing groups and personally submitted by board members, the committee would serve as the first line of information, reaction and counsel in all matters relative to the implementation of plans to redress racial imbalance and improve intergroup relations.

An additional form of direct communication could be the establishment of a monthly newsletter or other form of regular and frequent communication which is mailed directly to the homes of all parents. The form of this communication should be lively and easily readable, preferably in tabloid format, and should provide information about the proposal, implementation, progress, and evaluation of district intergroup relations programs. It should also carry a calendar of events with clearly identified meeting times, places and purpose; or, when not available at time of publication, a telephone number to call for the pertinent information. On regular or significant occasions, the distribution of the newsletter should be expanded to reach the homes of all citizens, helping to inform and orient to new district programs.

Further means of direct parent involvement at the local level and another way of increasing community information would be the establishment of school-community councils at the secondary schools and parent information meetings at the elementary schools.

1. A school-community council should be composed of parents and school faculty, with parents clearly in the numerical majority. A suggested range of size would be 21 to 35 members. The composition should further reflect the racial makeup of the school and the council could be formed from nominations drawn from the faculty as a group, from PTA and through a parent poll. The council would, like the district-wide advisory committee, strengthen the important link in communication and information, and provide a setting for discussion regarding local administrative changes, curriculum innovation, discipline concerns, etc.
2. Parent information meetings regularly scheduled for a minimum of four times a year to serve the local community in information presentation and discussion. It is important that these meetings be freed of organizational approaches and encourage small group discussion.

The district also might explore the use of other forms of news media for information dissemination. Such methods as educational or commercial television, video tapes, film production, local or area radio can be profitably explored to further closer communication and feedback.

Finally, these and related efforts require coordination from a single source directly responsible to the Superintendent. The newly developed position of human relations coordinator might well perform this function.

V. IMPROVING RACIAL BALANCE

A. Rationale for action. In Inglewood, as in other districts studied by the Bureau of Intergroup Relations, the basic assumption of the study team is that racial and ethnic imbalance, involving the concentration of minority-group pupils in some schools and their absence or relatively small numbers in other schools, not only deepens feelings of isolation and often inferiority, but also increases the difficulty of teaching academic and social skills and of motivating children (and teachers) to higher achievement. Throughout this report the team has attempted to point out some of the effects of such problems in the Inglewood schools.

The March 1967 Report of the Human Relations--Equal Opportunity Task Force, developed by educators regularly employed by the Inglewood Unified School District, provides an excellent summary of the findings of numerous studies of school desegregation. Covering the effects of segregated schools, the effects of desegregated schools and the curricular implications of cultural and ethnic assimilation, the Report also summarizes the legal aspects of equal education. The Bureau of Intergroup Relations study team, because it considers an understanding of the need for improved racial balance to be critical in Inglewood, simply adds the following comments to that document.

The California State Board of Education has stated its position on these issues very clearly. Guidelines for compensatory education programs declare that "segregation is one of the fundamental factors contributing to the educational deprivation of disadvantaged children." Since 1962 the State Board's policy has been that the challenge of segregation to equality of educational opportunity "must be met with the full thrust of our legal authority and moral leadership...the policy of elimination of existing segregation and curbing any tendency toward its growth must be given serious and thoughtful consideration by all persons involved at all levels."

Several court rulings may be cited again in support of this approach. In 1947 the U.S. Circuit Court of Appeals affirmed a lower court decision (Mendez v. Westminster School District) that the segregation of children of Mexican descent in separate schools was not authorized by California statutes and violated the Fourteenth Amendment to the U. S. Constitution. In addition to the 1954 decision of the U. S. Supreme Court (Brown v. Board of Education of Topeka) and that in 1963 of the California Supreme Court (Jackson v. Pasadena City School District), the courts in this and other states have indicated with increasing consistency that school districts have the authority, and in some cases the obligation, to avoid and eliminate the segregation of pupils on account of race, color or ethnic origin.

Sections 2010, 2011 and 2001 (c) of the California Administrative Code, Title 5, require the consideration of racial and ethnic factors in establishing school attendance centers, the assignment of pupils thereto, and approval of school sites. The racial and ethnic surveys of public schools conducted by the California School Boards Association in 1963 and by the State Department of Education in 1966 and 1967, attest to the concern of responsible educational agencies and provide evidence of the dimensions of the problem.

Significant steps have been taken by California districts to reduce racial and ethnic imbalance in their schools. In this part of the state, for example, the program in the city of Riverside is of particular interest, while elsewhere the programs in Sacramento, Berkeley, San Mateo, and Sausalito are worthy of note.

Despite fiscal, administrative and other obstacles to early solution of the problems of de facto segregation, it seems obvious that the racial and ethnic distribution of pupils is a necessary concern if the schools are to avoid failure in educating successive generations of children. Those in the racial and ethnic majority group, as well as the minorities, suffer a deprivation in opportunities for social awareness and understanding when they grow up without significant cross-cultural contacts.

Until action is taken to improve ethnic balance, there will be "majority" schools and "minority" schools, advantaged schools and disadvantaged schools. Equality of educational opportunity, human resource development, cultural enrichment and civic harmony, now and in the future, all demand that school districts accept a role of leadership toward integration.

It is true, of course, that many people, including many educators and citizens in Inglewood, rest their hopes of overcoming educational disadvantage on programs of compensatory education in de facto segregated schools. In many cases those who hold this view are concerned with providing intensive services in "neighborhood schools." In other cases the persons involved simply wish to avoid bringing together children of different racial and ethnic groups until it is absolutely necessary. Several statements must be made in this regard.

Studies that have sought to establish the effects of both racial and ethnic isolation and compensatory education at this point seem somewhat inconclusive--primarily because it is difficult to separate the factors of race, ethnic identity, and social class. Having made such a qualification, however, it should be pointed out that the most important studies of these issues tend to consider a school's racial and ethnic composition of primary importance in determing school achievement. Equality of Educational Opportunity, the report of an extensive study of 4,000 schools and 645,000 pupils, conducted for the U.S. Office of Education by Dr. James Coleman of John Hopkins University, states:

> ...it appears that a pupil's achievement is strongly related to the educational backgrounds and aspirations of the other students in the school...if a white pupil from a home that is strongly supportive of education is put in a school where most pupils do not come from such homes, his achievement will be little different than if he were in a

> school composed of others like himself. But if a minority pupil from a home without much educational strength is put with schoolmates with strong educational backgrounds, his achievement is likely to increase.
>
> ...the principal way in which the school environment of Negroes and whites differs is in the composition of their student bodies, and it turns out that the composition of the student bodies has a strong relationship to the achievement of Negro and other minority pupils...

A report of the U. S. Commission on Civil Rights, Racial Isolation in the Public Schools, also states that "...the performance of Negro students is distinctly less related to differences in the quality of schools and teachers than the social class and racial composition of their schools..." That report goes on:

> ...Evaluations of programs of compensatory education conducted in schools that are isolated by race and social class suggest that these programs have not had lasting effects in improving the achievement of the students. The evidence indicates that Negro children attending desegregated schools that do not have compensatory education programs perform better than Negro children in racially isolated schools with such programs.
>
> Compensatory education programs have been of limited effectiveness because they have attempted to solve problems that stem, in large part, from racial and social class isolation in schools which themselves are isolated by race and social class...

A six-year study of achievement in the now desegregated schools of White Plains, New York, as but one recent example (1967) of a specific school district study, confirms other findings indicating that the achievement of Negro pupils improves while that of white pupils does not decline when desegregation takes place. And in White Plains, desegregation was accomplished without a flight of white families.

Even should future studies prove that achievement is as much dependent upon income as ethnic background, such a conclusion undoubtedly would indicate only the need for integration of pupils from various income levels as well as pupils from various racial and ethnic groups. One prominent scholar* in the field of desegregation has pointed out that these problems presently are somewhat similar:

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* Robert J. Havighurst in Administator's In-Depth Seminars in Problems of Desegregation as They Relate to Large City Schools, Los Angeles City Schools, 1967.

> In the long run (50 years from now) we will be dealing explicitly with the major domestic problem of trying to reduce economic or social class segregation. This is the problem in a modern commercial-industrial society. However, we have the more immediate problem of racial segregation. This is also partially a matter of social class segregation, and as we solve this problem we will be moving in on the problem of socio-economic segregation.

Apart from the question of whether educational disadvantage theoretically can be overcome in de facto segregated schools, there is the matter of the cost of compensatory education. In Inglewood, of course, ESEA Title I funds are directed primarily into white schools, where the highest incidence of low income is to be found. Even there these funds hardly are adequate to overcome the problems that exist, to say nothing of the problems in the minority group schools of the district. In fact, whether funds come from local, state, or federal sources, maximum support for education seldom is obtained from the total community unless the funds go to support a program for the total community. It is unlikely that the majority group is willing to pay the tremendous costs of overcoming educational disadvantage when the services provided are directed primarily into minority group schools. Note, for example, responses from the staff opinion survey in this regard. Even if "separate but better" schools were a realistic possibility, it is doubtful that they could be supported if the costs involved were two or three or four times those of other schools in any given district. And this probably is what would be needed.

Of course, many persons in Inglewood--educators, parents, and other citizens-- have said that improved racial and ethnic balance is not the issue; rather, they have said, the issue is the advantage that accrues to a "neighborhood school." (There are many in Inglewood who openly state that by a neighborhood school they mean an all-white neighborhood school.)

On this subject, it is important to point out that the question of transporting children to school is not one of whether it shall be done or not; rather, there are other, different questions that must be asked: for what special programs will transportation be necessary; beyond what distance or for what safety reasons will transportation be necessary; at what grade level will transportation be necessary; and, in all of these cases, who will provide the transportation?

Children in Inglewood presently are transported to the orthopedic unit, to Oak Street, and to La Tijera for special programs. They are transported to Inglewood High School, Crozier and Monroe Junior High Schools because of distance and safety factors. Many children are transported by their parents or use public transportation to other schools for reasons of distance, safety, or personal convenience. The summer school program has special transportation needs. In some of these cases, the district provides transportation; in other cases, not--as determined by the Board of Education. Boards of education in other districts have different transportation regulations, adapted to the distances, safety factors, and special needs of their areas. One Southern California district, for example, transports pupils living more than one mile from an elementary school, one-and-a-half miles from a junior high school, or two miles from a high school, thus transporting 55 percent of the pupil population.

The recommendations contained in this report consider both racial balance and the use of transportation as but two factors, though critical ones, in the development of a sound educational program.

B. Some considerations in Inglewood. In considering ways to improve racial balance in the Inglewood schools, the study team is concerned with three critical issues: the need for a total educational master plan for the Inglewood Unified School District; the need for an understanding of the importance of racial balance and a commitment to realistic first steps by the administration and the Board of Education; and the geographical problems of the district, including the division of the areas east and west of Prairie, transportation difficulties and the present location of school sites.

In regard to educational master planning, it appears to the study team that Inglewood for some time has been very much in need of clearly defined long-range educational goals and proposed steps toward the accomplishment of those goals. The "Blue Ribbon Committee" which the Superintendent intends to establish following the presentation of this study undoubtedly represents a first move in that direction. But there is little time in which to do a great deal of work, and racial balance is but one aspect of the total picture. There is urgent need for an educational plan, a school housing plan to accommodate the educational plan, and a financial plan to accommodate both the educational and school housing plans. There are educational problems, housing problems, school modernization problems, school site problems, timing problems, money problems, and racial problems--all requiring sound thinking, wise planning, leadership, and aggressive action.

For example, some studies of school planning suggest that optimum size for an elementary school is 10 acres and 400 to 600 pupils; for a (three year) junior high school 20 acres and a population of 1,000 to 1,400; and for a (three year) senior high school 40 acres and a population of 1,800 to 2,600. By these standards possibly only Morningside High School and Monroe Junior High School meet site specifications, while there are possibly seven elementary schools that fail to meet population specifications. What standards should be set for Inglewood, and apart from racial factors by what standards should a school be declared too uneconomical and educationally unsound to operate? These are the kinds of issues that a master planning team must confront, within the framework of educational goals and programs that can achieve these goals. Every community, not just Inglewood, always seeks a continually improving school system, especially during a time of population change. It is a rare community that is willing to support "more of the same," no matter how adequately the present program may have met past needs.

The following are examples of the type of guidelines that might focus part of the work of a master planning team:

1. That the realistic expectancy of needing a school at its existing location for at least the next 20 years or more be the determining factor on whether any additional capital investments should be made in the school.
2. That the following factors be applied in the order listed to determine and plan for "what" is to be done at a particular school, and that the "what" be expanded to include: repair, reconstruct, modernize, replace, discontinue, consolidate or incorporate with another school, or enlarge (buildings and/or acreage).
    a. Educational inadequacies for the present educational program and for the anticipated future educational program to be conducted there
    b. Adequacy of the site
    c. Future life expectancy of the particular building under consideration (if it appears that certain buildings should be phased out, no more monies should be invested in them)
    d. Cost of alternative courses of action.
3. That sites and buildings at school units deemed to be expendable be sold, and the proceeds applied to improving the remaining schools.
4. That no funds be committed for "bare bones rehabilitation" without modernization to effectuate the instruction to be conducted, and equal facility standards among schools.

5. That there be larger, fewer, better-equipped elementary schools in contrast to continuing the present elementary schools "just because they are already there"; that sufficient facilities of various kinds indicated by the educational master plan be provided for the so-called regular program and the special kinds of instructional assistance required for handicapped and disadvantaged children.
6. That the size of the total plan not be tailored to fit within the framework of the known funds available in the next few years or so but that a truly long-range goal be established.

The Bureau of Intergroup Relations study team cannot provide this kind of long-range master planning for Inglewood. It only can suggest ways in which present intergroup relations problems might be approached and alternative ways in which problems of racial balance might be approached, both in terms of immediate steps and as part of long-range master planning. The study team therefore, strongly urges that a comprehensive study of the district's needs be given top priority in time and resources and that the Superintendent and the Board of Education as quickly as possible establish a master planning team with specific goals, guidelines, and deadlines, and provide the team with adequate professional consultative assistance.

An understanding of the importance of racial balance by the administration and Board of Education undoubtedly is affected by the attitudes of the community. It has been noted that the 1960 census indicated no Negroes or other minority persons except those of Spanish surname residing in Inglewood at that time, and the history of the area, or perceptions of that history, represent one aspect of the problem. A number of persons have described Inglewood as a past center of racial and religious intolerance, and whether factually correct or not these views have an impact on feelings and behavior. To some extent they influence the expectations and experiences of individuals from both the minority and majority group.

Some long-time residents of various economic levels and educational backgrounds have told study team members stories of racist activity, housing restrictions, harassment of Negroes, and anti-Negro and anti-Semitic remarks continuing until very recently. Those participating in such behavior undoubtedly are relatively small in number, although the feelings involved may be more prevalent and have been encountered during the course of the team study. A frequent unwillingness to look at racial problems and a desire to "wish the problems away" also has been evident on occasion. Such feelings hopefully are not typical of Inglewood, of course, and the more responsible members of the community consistently are attempting to counteract rumor and discourage whatever degree of intolerance may exist.

In addition, expressed and implied lack of communication, if not antagonism, between some persons in city government and some persons in the school district, between community groups and the district, and between different community groups, has been in evidence on occasion. In some cases the issue has involved race (for example when members of the same PTA have preferred to discuss school matters in racially homogeneous groups), but the problem is more extensive and involves faulty communication and trust at many levels. More detailed discussion of some aspects of this situation, as well as of "provincialism," has been offered in the community relations section of this report.

The study team is attempting to suggest here that even limited action on matters of racial balance at this time cannot be based on a firm foundation of community understanding and support. It will have to be decided by the administration and Board on the basis of their own assessment of the long-range educational needs of the district. Such action will have to be the beginning of a process of community dialogue, not a result. The study team is convinced, however, that such action is essential and that unless it occurs, problems within the district during the next few years will dwarf those that have arisen in the past.

Finally, the study team is very much aware that the geography of the district precludes easy answers to full and continuing racial balance. Yet, within an area of little more than nine square miles, understanding and commitment are more of a problem than actual implementation of any plan. If the district is not to become two societies, separate and unequal--as the President's National Advisory Committee on Civil Disorders described the direction of our nation--then steps must be taken to bring together pupils of one district who live east and west of Prairie. The extent to which this will be done will demonstrate to what extent the district deems interracial understanding, the maintenance of an integrated community, and the educational achievement of all children to be more important than limited geographical impediments within a relatively small district.

The study team has, of course, hopefully given these geographical impediments realistic consideration in the alternative proposals that are included within the recommendations that follow. However, even the most minimal steps toward improved racial balance require the understanding and commitment that have been mentioned. Without these, long-range master planning, upon which the future of education in Inglewood rests, is bound to be frustrated.

VI. RECOMMENDATIONS TO THE BOARD OF EDUCATION

A. Community relations. It is recommended:

1. That the Board of Education appoint a citizens Community Relations Advisory Committee, composed of interested, school-oriented citizens reflecting the racial, social and business makeup of the district. Such a committee should be serviced by district staff members and would serve as the first line of information and reaction in all matters relative to the implementation of plans to improve racial imbalance and intergroup relations.
2. That the Board of Education direct the establishment of a monthly newsletter or other form of regular and frequent communication. This newsletter would be mailed to the homes of all parents and would provide information about the implementation and progress of district intergroup relations programs and carry a calendar of events or significant dates. On regular occasions, the distribution of the newsletter should be expanded to reach the homes of all citizens.
3. That as a part of the process of increased community information and parent participation, the superintendent direct the establishment of school-community councils composed of faculty and parents at each of the secondary schools with membership reflecting the racial makeup at each school.
4. That as a regular event, at least quarterly, the superintendent direct the establishment of parent information meetings at each of the elementary schools as a medium of information exchange, direct parent communication and mediation of school-oriented differences.

5. That the district utilize other forms of news media for information dissemination and consider the possibility of developing, with the cooperation of educational TV or the film resources of local educational institutions, a videotape or film of background information and future plans for the district.
6. That within limits of available time and energy, the superintendent, the human relations coordinator, and other central office staff appear personally at group meetings held in individual schools for the purpose of "humanizing" the image of "administrators" while presenting district plans, procedures, etc.
7. That the superintendent utilize the staff position of human relations coordinator for primary responsibility in the coordinations of these community relations approaches.

B. Distribution of pupils. It is recommended:

1. That the Board of Education, in accepting this report for study, direct the Superintendent to report to the Board without delay on ways in which the following suggestions for immediate action might be implemented by the opening of school in fall 1968:

    a. Integrated summer schools. Policy can be established immediately so that sites selected for summer classes in 1969 insure that all schools are racially mixed and that all-white schools, such as will exist this year, are not perpetuated. At the high school level, for example, one school of 2,000 students is more economical than two schools of 1,000 students each. Summer repair and maintenance can be adjusted efficiently, and costs need be no greater than at present, with transportation regulations adjusted if need be to insure no added transportation expense.

    b. High school redistricting. Pending development of long-range educational, housing, and financial master planning, either of the following two alternatives would serve to bring a slightly improved racial balance to both high schools. More significantly, either would demonstrate the Board's commitment to begin acting on problems of racial balance.

        (1) Beginning in fall 1968, grade 9 students living in the Freeman elementary attendance area, whether now graduating from Monroe Junior High School or newly arrived in the district, would attend Inglewood High School. No district transportation need be provided. Distance between Freeman

and Inglewood High is 2.3 miles. Projected approximate total enrollments and Negro percentages in the high schools in 1968-69, based on 1967 racial and ethnic survey data, would be:

Inglewood	2435	2.0
Morningside	1935	16.5

(2) Beginning in fall 1968, grade 9 students living north of Arbor Vitae throughout the district would attend Inglewood High School; those living south of Arbor Vitae would attend Morningside High School. No district transportation need be provided to Morningside, as at present; transportation to Inglewood would be on the basis of existing regulations. Maximum distance to Morningside would be 2.1 miles. Projected approximate total enrollments and percentages of Negro students in the high schools in 1968-69, based on 1967 racial and ethnic survey data, would be:

Inglewood	2420	3.0
Morningside	1950	15.5

Both of the above plans involve adding some students at Inglewood High School, yet a long-range solution to high school housing needs is necessary, and these plans seem to provide the most realistic immediate adjustment among problems of housing, distance, and transportation. The plans represent one-year solutions but hopefully will fit within a long-range plan that will be available by that time. The projections above are based upon normal growth based upon available data and cannot take into account any rapid

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increase of Negro population or white exodus, both of which may be present. The Negro percentage probably is somewhat conservative.

c. Junior high school redistricting. Pending development of long-range master planning, the following alternatives would serve to bring a slightly improved racial balance to both junior high schools.

(1) Beginning in fall 1968, grade 7 students living in the Freeman elementary attendance area, whether now graduating from Freeman or newly arrived in the district, would attend Crozier Junior High School. District transportation should be provided for these students since it presently is provided to Monroe. Distance between Freeman and Crozier is 2.4 miles. Projected approximate total enrollments and percentages of Negro students in the junior high schools in 1968-69, based on 1967 racial and ethnic survey data, would be:

Crozier	1110	4.0
Monroe	875	21.0

(2) Beginning in fall 1968, grade 7 students living north of Arbor Vitae would attend Crozier Junior High School; those living south of Arbor Vitae would attend Monroe Junior High School. District transportation should be provided on the basis of existing regulations. Maximum distance to Monroe would be 2.6 miles. Projected approximate total enrollments and percentages of Negro students in the junior high schools, based on 1967 racial and ethnic survey data, would be:

Crozier	1095	6.5
Monroe	890	18.5

The remarks following the high school alternative plans also apply to Crozier and the junior high school situation.

d. Elementary school balance. The study team does not consider any plan for achieving better racial balance in the elementary schools, apart from the controlled open enrollment plan below, a realistic possibility for fall 1968.

e. Controlled open enrollment. A moderate degree of racial balance can be achieved with an aggressive intensive recruitment effort and full support by administration and Board, including commitment to the view that education is better pursued in a racially balanced school. Such a program, for all grade levels and in addition to other programs for achieving better racial balance, would include all of the following components:

(1) pupils at any grade level would be given the opportunity to transfer to any school in which their enrollment would contribute to improved racial balance;

(2) such transfers generally would be permitted on the basis of available classroom space but relocatable classrooms would be used to accommodate transfer requests by 20 or more pupils to any given school, if additional classroom space were required;

(3) transportation to the school of choice would be provided by the district on the basis of reasonable distance and safety standards;

(4) an appropriate staff person would be assigned as soon as possible to discuss the educational advantages of such a program with parents and in general to coordinate the affirmative implementation of such a program; and

(5) other resources adequate to publicize the program broadly would be made available.

This program does not represent a long-range solution to Inglewood's problems and at best is a stop-gap measure.

f. District-wide educational, cultural, and social events. There are many ways in which children from different schools, backgrounds, and economic levels can be brought together to work creatively on common problems. An all-district orchestra is one example; a special district-wide science program is another. Athletic events without inter-school competition offer a variety of possibilities. There are many such programs which are better served by broad participation than by limited one-school involvement, and which also have the effect of bringing children of different racial groups together. Such program were mentioned in the Report of the Human Relations-Equal Opportunity Task Force, and their implementation can serve both to enhance the educational program and achieve more extensive intergroup contact. Again, however, these programs are not substitutes for other racial balance plans.

2. That the Board further direct the Superintendent to submit for Board approval without delay a proposal for master planning (not a master plan) in terms of educational, housing, and financial needs. Included

in the proposal would be suggested membership of the master planning team(s); an outline of community involvement in the master planning; guidelines for racial and ethnic balance, intergroup relations, and other aspects of the planning (see Appendix for an example of such guidelines from another district); deadlines for completion of various stages of the planning, with a final report to be delivered to the Board by April 1969; and a budget for the master planning effort.

The following alternative long-range proposals are presented as possible courses of action to be studied by the master planning team:

a. Grade pattern change. While a change from the present 6-2-4 pattern would have obvious implications for racial balance, there are educational, housing, and financial considerations that must be given intensive study once educational goals have been established. Both 6-3-3 and 5-3-4 patterns have been mentioned to the study team, and an increasing number of districts also are looking into 4-4-4 possibilities. Numbers of pupils within each of these patterns, based on 1967 data and exclusive of kindergarten and special classes, would be as follows:

6-3-3:	Elementary	5,946
	Junior High	3,108
	Senior High	3,205
5-3-4:	Elementary	4,863
	Intermediate	2,994
	High School	4,302
4-4-4:	Elementary	3,884
	Middle	3,973
	High School	4,302

In any of these patterns, educational goals should take precedence, with housing then planned to accommodate the educational plan. Racial balance would be a factor in both. A four-year high school serving all students in the district, for example on the Morningside-Monroe-Woodworth site, might be divided into four "home units" or houses of 1,100 students each. Each house would be part of a feeder pattern involving certain elementary and middle schools and could be planned to serve a racially balanced student body. (A single high school for the district at this time would have a 7.7 percent Negro enrollment.) Sites for one or more intermediate or middle schools still represent a problem, however. "Costing out" such possibilities, except as part of a total master planning process, would be premature in terms of district commitment, educational planning, and community involvement.

b. High school grade division. If Inglewood and Morningside High Schools were to be converted to 9-10 and 11-12 grade schools, respectively, populations and Negro percentages at each school, based on 1967 data, would be:

Inglewood	(9-10)	2,255	8.1
Morningside	(11-12)	2,047	7.2

This would essentially maintain the four-year high school, present course offerings, and many teaching assignments. However, the consolidation of students from a given grade level at a single site would make possible a more intensive educational program and, in some cases, more efficient use of equipment. Transportation problems would be increased under present district policy, but a change in policy, the possibilities of public transportation at student expense, and increased State reimbursement, all can be explored if educational master planning deems this a realistic alternative.

c. Special high school exchange program. In a modification of the APEX program recently undertaken by the Los Angeles Unified School District, each of the Inglewood high schools, in addition to a comprehensive program, would offer special course work in selected fields.

One school, for example, might offer special courses in art, music, and drama. Special science and technical crafts work might be offered at the other school. A broad variety of courses in social science might be offered at one of the schools. This program would not simply offer high-ability advanced courses, but also would include unusual courses attractive to the student of average ability, as well as intensive remedial courses. Courses would be divided among the schools to insure diversity of economic, ethnic, and ability groups.

Students in any area of the district would be permitted to attend the school offering special courses in their area of interest--as full-time students at that school, for several periods each day, or for two or three full days a week. Transportation would be provided by the district.

Examination of the Los Angeles program and planning for Inglewood's particular needs could begin immediately, with implementation of such a program possible on a limited basis within a relatively short time. However, the study team would note that this is the long-range proposal least likely to affect racial balance significantly.

d. Elementary school balance.

Based on present sites and available space, the study team finds it difficult to propose an elementary school "pairing" plan that would offer a meaningful grade pattern and achieve significant racial balance. Use of Woodworth and Center Park as grade 5-6 schools for the entire district, with all other elementary schools K-4, provides the most likely possibility in this regard.

Aside from a total examination of grade pattern change in connection with the educational, housing, and financial master planning effort, as suggested previously, the study team suggests one further alternative for consideration by the master planning team. Under this plan, the K-6 elementary pattern would be retained, but for reasons of economy, housing, educational advantage, and improved ethnic and racial balance, facilities would be consolidated in a smaller number of elementary schools, utilizing larger sites. Since there is a range in size from schools with less than 200 pupils to schools with over 1,000 pupils in the elementary system, this would appear to be a rational alternative for long-range planning.

It would make possible the solution of many district problems, including that of racial and ethnic balance, in a "larger neighborhood" pattern without changing the present grade arrangement.

3. That the Board of Education adopt a clear and forthright statement of policy on equal educational opportunity, committing the district to the goal of integration in all schools. (See Appendix for an example of such a statement.)
4. That the Board of Education subsequently approve implementation of the suggestions for immediate action as indicated by the Superintendent and approve the Superintendent's proposal for master planning.
5. That the Superintendent designate an appropriate administrator to coordinate implementation of the suggestions for immediate action, and other aspects of the district's program in the area of intergroup relations and alleviation of racial imbalance.
6. That the district conduct periodic racial and ethnic surveys of all schools, review the relevant data, and continually take steps to maintain an approximate racial balance.

C. Intergroup relations. It is recommended:

1. That the Superintendent expand the district's Committee on Human Relations to include faculty members and arrange for it to meet regularly and play a continuing role in district affairs. The Committee would develop the in-service education program recommended below, initiate student human relations committees, evaluate the curriculum and curriculum materials as they relate to Negro and other minority pupils, look into problems of maintaining consistent

discipline standards, examine problems of de facto segregation related to ability grouping in the schools, and explore the other areas of concern listed in section III. E. of this report. The Bureau of Intergroup Relations might provide consultant service to the committee.

2. That the administration begin to implement as soon as possible an extended, mandatory in-service training program for all staff. This program, coordinated by the human relations committee, should include:
   a. Dissemination of informational material on intergroup relations, the history and culture of various minority groups, and minority group problems today. (Emphasis should be placed on the classroom use of the material and on the value of this type of education for majority group as well as minority group pupils.)
   b. Presentations by and discussions with outstanding minority group educators, specialists, and community persons.
   c. Regularly scheduled faculty meetings at which teachers discuss, with qualified resource persons, intergroup relations problems that affect their daily work.
   d. An in-depth sensitivity training program as the basis of the entire program.
   e. Provision for compensation in time off, institute credit, or direct fees to participants. (Mininum day schedules often can be used to better advantage in connection with in-service training.)

3. That provision be made for establishing faculty-student committees in the junior and senior high schools for the purpose of reviewing the extent of participation of students of all racial and ethnic groups in school activities. The committees should be encouraged to make recommendations for changes that might lead to more extensive participation. The student human relations committees mentioned above, augmented by faculty members, might be given this task.

D. ESEA, Title I, funds. That the Superintendent, assisted by his staff, explore with the Bureau of Intergroup Relations and other units of the Office of Compensatory Education ways in which Elementary and Secondary Education Act, Title I, and other federal and state funds might be used to plan and implement any of the proposals contained in this report.

E. Faculty recruitment. It is recommended that the Superintendent and the Director of Personnel, with the assistance of the Bureau of Intergroup Relations, teacher organizations and others, explore ways in which more minority-group teachers and administrators may be recruited for positions in Inglewood. Programs designed to lead minority-group students in the district to consider careers in education also might be explored.

VII. APPENDIX

A. Tables 1-5

B. "School District Responsibility to Prevent De Facto Segregation," excerpt, letter to all California district and county superintendents of schools by Dr. Max Rafferty, State Superintendent of Public Instruction, April 20, 1967

C. "Position Statement on Racial/Ethnic Imbalance of Public Schools," Board of Education, Corona Unified School District, June 19, 1967

D. "Guidelines for Long-Range Planning," Richmond Unified School District, January 3, 1968

E. "Suggested Methods for *Reaching* Students," Long Beach Polytechnic High School, February 5, 1968

F. "Suggestions for Teachers and Administrators," excerpt, *Afro-Americans in the Far West: A Handbook for Educators*, by Jack D. Forbes, Far West Laboratory for Educational Research and Development, Berkeley, 1967

Appendix A

TABLE I

RACIAL AND ETHNIC DISTRIBUTION OF ELEMENTARY SCHOOL ENROLLMENT INGLEWOOD UNIFIED SCHOOL DISTRICT 1967

SCHOOL	Spanish Surname		Other White		Negro		Chinese Japanese Korean		American Indian		Other Nonwhite		Combined Minority		TOTAL
	No.	Pct.	No.	Pct.	No.	Pct.	No.	Pct.	No.	Pct.	No.	Pct.	No.	Pct.	
Center Park	94	9.3	875	87.1	2	.2	9	.9	1	.1	24	2.4	130	12.9	1,005
Centinela	86	10.6	696	85.4	16	2.0	11	1.3	-	-	6	.7	119	14.6	815
Freeman	14	3.2	115	26.2	299	68.1	7	1.6	-	-	4	.9	324	73.8	439
Highland	63	14.0	369	82.0	-	-	12	2.6	3	.7	3	.7	81	18.0	450
Hudnall	17	8.9	167	87.0	-	-	7	3.6	1	.5	-	-	25	13.0	192
Kelso	24	6.5	341	92.2	2	.5	3	.8	-	-	-	-	29	7.8	370
Kew-Bennett	31	6.1	433	86.4	19	3.8	9	1.8	2	.4	7	1.4	68	13.6	501
Lane	16	2.8	239	41.5	304	52.7	10	1.7	2	.3	6	1.0	338	58.5	577
La Tijera	10	2.4	396	94.1	8	1.9	7	1.6	-	-	-	-	25	5.9	421
Oak Street	65	12.5	439	84.4	2	.4	5	1.0	-	-	9	1.7	81	15.6	520
Parent	4	.6	652	97.3	2	.3	12	1.8	-	-	-	-	18	2.7	670
Payne	24	10.1	204	86.1	-	-	3	1.3	6	2.5	-	-	33	13.9	237
Woodworth	149	15.5	610	63.3	187	19.4	14	1.4	3	.3	1	.1	354	36.7	964
TOTAL	597	8.3	5,536	77.3	841	11.7	109	1.5	18	.3	60	.8	1,625	22.3	7,161

TABLE 2

RACIAL AND ETHNIC DISTRIBUTION OF SECONDARY SCHOOL ENROLLMENT
INGLEWOOD UNIFIED SCHOOL DISTRICT
1967

SCHOOL	Spanish Surname		Other White		Negro		Chinese Japanese Korean		American Indian		Other Nonwhite		Combined Minority		TOTAL
	No.	Pct.	No.	Pct.	No.	Pct.	No.	Pct.	No.	Pct.	No.	Pct.	No.	Pct.	
Junior Highs															
Crozier	72	6.7	959	90.5	3	.3	22	2.1	3	.3	1	.1	101	9.5	1,060
Monroe	85	8.5	675	67.9	204	20.5	22	2.2	3	.3	6	.6	320	32.1	995
Total Jr. High	157	7.6	1,634	79.5	207	10.1	44	2.1	6	.3	7	.3	421	20.5	2,055
Senior Highs															
Continuation	7	13.7	42	82.4	2	3.9	-	-	-	-	-	-	9	17.6	51
Inglewood	164	6.9	2,139	90.6	2	.1	38	1.6	4	.2	14	.6	222	9.4	2,361
Morningside	127	6.5	1,438	74.1	329	17.0	35	1.8	4	.2	8	.4	503	25.9	1,941
Total Sr. High	298	6.8	3,619	83.1	333	7.6	73	1.7	8	.2	22	.5	734	16.9	4,353
Total Jr. & Sr. High	455	7.1	5,253	82.0	540	8.4	117	1.8	14	.2	29	.5	1,155	18.0	6,408
District Total (Elem. & Sec.)	1,052	7.7	10,789	79.5	1,381	10.2	226	1.7	32	.2	89	.7	2,780	20.5	13,569

TABLE 3

RANKINGS OF INGLEWOOD ELEMENTARY SCHOOLS

	Minority Population High to Low 1967 Survey	Economic Status Low to High Title I Estimates	Verbal IQ Low to High 6th Grade-1967	NonVerbal IQ Low to High 6th Grade-1967	Word Meaning Low to High 6th Grade-1967	Paragraph Meaning Low to High 6th Grade-1967
Freeman	1 (73.8)[a]	9[b]	1 (93)[c]	1 (96)[d]	1 (46)[e]	1 (42)[f]
Lane	2 (58.5)	11	3 (96)	2 (97)	3*(50)	3 (50)
Woodworth	3 (36.7)	2	4 (97)	4 (102)	3*(50)	5 (53)
Highland	4 (18.0)	7	7*(103)	7*(107)	6 (54)	9*(60)
Kew-Bennett	5 (16.9)	10	11 (105)	7*(107)	10*(58)	9*(60)
Oak Street	6 (15.6)	6	7*(103)	6 (105)	9 (57)	7*(57)
Centinela	7 (14.6)	1	10 (104)	7*(107)	8 (55)	6 (54)
Payne	8 (13.9)	8	7*(103)	11 (111)	10*(58)	9*(60)
Hudnall	9 (13.0)	4	2 (95)	5 (104)	2 (48)	2 (49)
Center Park	10 (12.9)	3	5 (100)	3 (101)	5 (52)	4 (51)
Kelso	11 (7.8)	5	6 (101)	7*(107)	6*(54)	7*(57)
La Tijera	12 (5.9)	12	12 (108)	12*(112)	12 (61)	12 (65)
Parent	13 (2.7)	13	13 (111)	12*(112)	13 (67)	13 (70)

[a] combined minority percentage

[b] ranking based on census information and evaluation by Government Projects staff

[c] Lorge Thorndike

[d] Lorge Thorndike

[e] Stanford Achievement Test

[f] Stanford Achievement Test

* two or more schools with same ranking

TABLE 4

RACIAL AND ETHNIC DISTRIBUTION OF EMPLOYEES CERTIFICATED AND CLASSIFIED ASSIGNED TO INGLEWOOD ELEMENTARY SCHOOLS

1967

SCHOOL	Spanish Surname		Other White		Negro		Chinese Japanese Korean		American Indian		Other Nonwhite		TOTAL	
	Cert.	Cl.	Cert.	Cl.	Cert.	Cl.	Cert.	Cl.	Cert.	Cl.	Cert.	Cl.	Cert.	Cl.
Center Park	-	2	34	14	1	-	2	-	-	-	-	-	37	16
Centinela	-	-	30	12	-	1	-	-	-	-	-	-	30	13
Freeman	-	1	18	5	2	1	1	-	-	-	-	-	21	7
Highland	-	-	16	3	-	-	1	-	-	-	-	-	17	3
Hudnall	-	-	8	5	-	-	-	-	-	-	-	-	8	5
Kelso	-	-	15	4	-	-	-	-	-	-	-	-	15	4
Kew-Bennett	-	-	18	5	-	-	-	-	-	-	-	-	18	5
Lane	-	-	18	6	1	-	2	-	-	-	-	-	21	6
La Tijera	1	1	16	10	-	-	-	-	-	-	-	-	17	11
Oak Street	-	1	19	3	1	-	1	-	-	-	-	-	21	4
Parent	-	-	27	5	-	-	-	-	-	-	-	-	27	5
Payne	-	1	8	2	2	-	-	-	-	-	-	-	10	3
Woodworth	-	-	32	6	-	-	1	-	-	-	-	-	33	6
TOTAL	1	6	259	80	7	2	8	-	-	-	-	-	275	88

TABLE 5

RACIAL AND ETHNIC DISTRIBUTION OF EMPLOYEES
CERTIFICATED AND CLASSIFIED
ASSIGNED TO INGLEWOOD SECONDARY SCHOOLS
1967

SCHOOL	Spanish Surname		Other White		Negro		Chinese Japanese Korean		American Indian		Other Nonwhite		TOTAL	
	Cert.	Cl.	Cert.	Cl.	Cert.	Cl.	Cert.	Cl.	Cert.	Cl.	Cert.	Cl.	Cert.	Cl.
Crozier Jr.	-	-	49	11	-	-	1	-	-	-	-	-	50	11
Inglewood	1	1	104	57	-	2	2	-	-	-	-	-	107	60
Monroe Jr.	3	1	46	19	1	-	1	-	-	-	-	-	51	20
Morningside	2	2	88	47	5	-	1	-	-	-	-	-	96	49
Continuation	-	-	4	1	-	-	-	-	-	-	-	-	4	1
TOTAL	6	4	291	135	6	2	5	-	-	-	-	-	308	141

SCHOOL DISTRICT RESPONSIBILITY TO PREVENT DE FACTO SEGREGATION

(Excerpt, letter dated April 20, 1967, to all California district and county superintendents of schools, from Dr. Max Rafferty, State Superintendent of Public Instruction)

...

State policies explicitly state that school districts have a legal obligation to take reasonable affirmative steps to prevent the segregation of students in schools by race, regardless of the cause of segregation, and to consider the ethnic composition of a school in determining its attendance boundaries.

These policies have been affirmed by the California Supreme Court, the Attorney General and the State Board of Education in Title 5, of the California Administrative Code.

The California Administrative Code, Title 5, states as follows:

"Section 2010. State Board Policy. It is the declared policy of the State Board of Education that persons or agencies responsible for the establishment of school attendance centers or the assignment of pupils thereto shall exert all effort to avoid and eliminate segregation of children on account of race or color.

"Section 2011. Establishment of School Attendance Areas and School Attendance Practices in School Districts. For the purpose of avoiding, insofar as practicable, the establishment of attendance areas and attendance practices which in practical effect discriminate upon an ethnic basis against pupils or their families or which in practical effect tend to establish or maintain segregation on an ethnic basis, the governing board of a school district in establishing attendance areas and attendance practices in the district shall include among the factors considered the following:

(a) The ethnic composition of the residents in the immediate area of the school.

(b) The ethnic composition of the residents in the territory peripheral to the immediate area of the school.

(c) The effect on the ethnic composition of the student body of the school based upon alternate plans for establishing the attendance area or attendance practice.

(d) The effect on the ethnic composition of the student body of adjacent schools based upon alternate plans for establishing an attendance area or an attendance practice.

(e) The effect on the ethnic composition of the student body of the school and of adjacent schools of the use of transportation presently necessary and provided either by a parent or the district."

These regulations were cited by the California Supreme Court in 1963 in Jackson v. Pasadena School District, when the court stated:

> "So long as large numbers of Negroes live in segregated areas, school authorities will be confronted with difficult problems in providing Negro children with the kind of education they are entitled to have. Residential segregation is in itself an evil which tends to frustrate the youth in the area and to cause antisocial attitudes and behavior. Where such segregation exists, it is not enough for a school board to refrain from affirmative discriminatory conduct. The harmful influence on the children will be reflected and intensified in the classroom if school attendance is determined on a geographic basis without corrective measures. The right to an equal opportunity for education and the harmful consequences of segregation require that school boards take steps, insofar as reasonably feasible, to alleviate racial imbalance in schools regardless of its cause."
> (Emphasis added.)

In the only other California court decision on this issue, the Sacramento Superior Court in 1963 relied on Jackson v. Pasadena in directing the Sacramento Unified School District to make a prompt evaluation of its school attendance practices and develop a desegregation plan conforming to State policies.

In an opinion in 1963, the Attorney General concluded that, "The governing board of a school district may consider race as a factor in adopting a school attendance plan, if the purpose of considering the racial factor is to effect desegregation in the schools, and the plan is reasonably related to the accomplishment of that purpose." (Emphasis added.)

Some persons have relied on court decisions in other states to conclude that ethnic composition in a school may not be considered in determining school attendance boundaries. These are predominantly cases in Southern states where race has been used to enforce school segregation, rather than to alleviate the harmful consequences of school segregation. In the absence of Federal court decisions to the contrary, school districts in California are bound by decisions of California courts and State Board of Education regulations which have been inferentially upheld by California courts.

Thus, in California, school administrators and school boards have not only the authority, but the legal duty to take reasonable affirmative action to alleviate de facto segregation in the schools.

This does not mean that school districts must adopt any particular plan or method of desegregation, as there are many approaches to correcting racial imbalance. What is reasonable depends on circumstances in each individual school district.

The State Department of Education's Bureau of Intergroup Relations staff is available to offer consultative services to any school district requesting assistance in development of a desegregation plan.

POSITION STATEMENT ON RACIAL/ETHNIC IMBALANCE OF PUBLIC SCHOOLS

by

BOARD OF EDUCATION
CORONA UNIFIED SCHOOL DISTRICT

The Board of Education believes in the equal dignity of all men. From this belief in equal dignity, the demand for equal opportunity for all men logically flows. The public school system in this nation was developed in part as an institution designed to make the ideal of equal opportunity a reality. Advancement toward the American ideal of equality of opportunity and equal dignity for all men requires that the provision of equal educational opportunity be the central obligation of the public schools.

The United States Supreme Court, in 1954, expressed the unanimous opinion that schools segregated on the basis of race or ethnic origin are inherently unequal. In California, by law and custom, we have historically operated on the principle of equality of educational opportunity for all children, without regard to race or color, and for this reason, it was easy for us to accept the underlying hypothesis of that decision and applaud its rendition.

Local boards of education responsible for the establishment of school attendance centers are directed by the California State Board of Education, by the Attorney General's Office, and by the State Department of Education to alleviate de facto segregation. California Administrative Code (Sections 2010-11) gives the state board policy to exert all effort to avoid and eliminate segregation of children on account of race or color.

The California Supreme Court (Jackson v. Pasadena School District, 1963) cited the right to an equal opportunity for education and the harmful consequences of segregation require that school boards take steps, insofar as reasonably feasible, to alleviate racial imbalance in schools regardless of cause.

The Board of Education of Corona Unified School District has for some time now been studying racial/ethnic imbalance of our schools. We find that, primarily because of patterns of residential segregation, some of our schools are becoming increasingly segregated on the basis of race and ethnic origin. The Board recognizes that the term "equal educational opportunity" implies the opportunity for each individual to become aware of and to understand and appreciate the many varieties of culture, to learn to relate positively to the diverse people in his society, to contribute and refine his own evolving cultural patterns, and to develop his own dignity and worth. Therefore, we realize that racial/ethnic segregation poses a challenge to equality of educational opportunity and that this challenge must be met with the full thrust of our legal authority and moral leadership.

We state unequivocally that nothing in the Board's policy, present or past, was deliberately inserted to bring about the segregation which exists. We fully realize that there are many social and economic forces, over which we have no direct control, which tend to facilitate de facto racial/ethnic segregation.

The Board has made clear, both individually and collectively, its abhorrence of racial or ethnic segregation in any form. The Board of Education now reaffirms its determination to use whatever means are in keeping with sound educational policies to retard the growth of racial/ethnic segregation and to use all reasonable means to reduce racial/ethnic segregation in the schools of the district.

The Board does not expect to achieve these goals immediately or alone. The Board fully expects to direct considerable attention to this problem during the 1967-68 school year with the desire to determine an educational direction.

The understanding and support of all citizens of the city is essential to success. The cooperation of other institutions is needed both in support of the school program and in attack on any inequalities that may exist in other phases of community life.

June 19, 1967

GUIDELINES FOR LONG-RANGE PLANNING

Adopted by Board of Education, Richmond Unified School District

January 3, 1968

1. The board of education of the Richmond Unified School District reaffirms its commitment to equality of educational opportunity for all students. Recognizing that desegregation and compensatory education are necessary to achieve equality of educational opportunity, plans for correcting racial and ethnic imbalance will continue and accelerate as new schools are built and decisions are made on grade reorganization.

2. Administrative staff will plan for integration in sequential steps in conjunction with teachers, community representatives and consultants from local, county and state agencies, viz., education, health, social services, police, employment, as required.

3. Schools in disadvantaged areas will receive special consideration regarding teacher placement, school supplies and curriculum design.

4. Parental involvement (from all communities) and general community support will be sought and utilized to strengthen the district's programs and encourage interpersonal and intergroup activities in integrated meetings. The district's intergroup relations specialist shall be instrumental in arranging for meetings in the neighborhoods and act as a communicating link between schools and the people they serve.

5. Courses dealing with American History, including Mexican American culture, and the contributions of all minorities will be developed further. School-community activities such as plays, concerts, international fairs, shall feature cultural diversity. Citizens from the community (Anglo, Mexican American, Negro) should be involved in the planning for such events.

6. Racial and ethnic data from each school will continue to be gathered by the district. Adjustments in the composition of school populations will be made as feasible to improve the racial balance of schools. Changes may be accomplished by redrawing boundaries, modifying grade assignments or effecting student transfers in conformity with the Richmond Unified School District's long-range plan for integration.

7. In conformity with Sections 2010 and 2011, Title 5, California Administrative Code, one of the primary criteria for all building plans and site selection shall be the immediate effect on existing racial and ethnic imbalance. This shall be considered in relation to the district's long-range integration plan.

8. Programs of in-service education and intergroup education for certificated and classified personnel, cooperatively planned, shall continue to be an integral part of the integration process. The district's intergroup relations specialist shall be instrumental in the planning and implementation of in-service programs.

9. Counseling, special education and special services will be reassessed in terms of their effectiveness in meeting the needs of all students.

10. The instructional program shall stress flexibility, and grouping practices shall be reassessed periodically to allow all students to progress educationally to the optimum of their ability.

11. Periodical evaluations of the guidelines shall be held.

Appendix E

LONG BEACH UNIFIED SCHOOL DISTRICT
Long Beach Polytechnic High School
Office of the Principal

February 5, 1968

SUGGESTED METHODS FOR REACHING STUDENTS
(Reported by Department Heads to the Faculty Council)

1. Have one or two individual grade conferences with students - encourage and motivate as well as discussing grade status.

2. Provide for "success projects" or middle ground assignments for those students who won't or can't do regular assignments.

3. Bolster the ego of students by finding something of merit - in or out of the classroom.

4. Provide for max-utilization of the reading lab and other small group instruction.

5. See that every student achieves some success.

6. Continually emphasize the importance of good attendance - follow up immediately on attendance or tardiness problems.

7. Allow the better students to help the slower students or non-readers.

8. Allow students more freedom in selecting projects.

9. Take more field trips.

10. Display the work of students.

11. Single out some students each day for individual attention.

12. Notify parents about the after-school tutoring program.

13. Remove some of the threat of grades by less emphasis on grading - especially in elective classes.

14. Know your students better. Check the cumulative record. Have students write an autobiography as they might do in a job application.

15. Try to relate information to the immediate needs of the students.

16. Build lessons around the students' plans for the future.

17. Use role-playing or playlettes.

18. Use current events more.

19. Check the grading system with others in the department.

20. Exchange demonstration lessons with other teachers.

21. Share good ideas at department meetings.

22. Use E, S, N for grading daily work of basic students.

23. Try writing a note to a student to reprimand him rather than doing it aloud in class.

24. Give bonus points for attendance - especially on test days.

25. Break down your content into modules of accomplishment for learning in smaller parcels and with more immediate goals.

26. Provide for some kind of individual recognition almost daily.

27. Work out class plans and goals with the class.

28. Evaluate learning in a variety of ways - not just by written tests.

29. Experiment with other teachers with team teaching.

30. In every way try to be more positive - rely less on threats.

31. Identify your low achievers early in the semester and zero in on them immediately. Advise them and their parents of the extra help available at school.

32. Motivate all students to participate in the student activities of the school - athletics, clubs, etc.

33. Utilize more student leadership in class. This helps students to assume more responsibility for good discipline - it doesn't all come from the teacher. Have class officers.

34. Emphasize that a "new deal" is available each semester - fresh start.

35. Always keep the students busy in class, varying the activity during each class period.

36. Plan assignments that enable a student to maintain at least a "C" average if he is doing his best.

37. Utilize better the A-V materials available - not just films but records, tapes, exhibits, pictures, charts, etc.

38. Improve the self image of low achievers.

39. Constantly re-examine teaching methods, grading practices, course objectives with an eye to reaching all students and enabling all students to achieve some measure of success.

RECOMMENDATIONS FOR THE SCHOOL

1. Attempt to better the attendance of students and reporting procedures. Provide a convenient way for teachers to report attendance problems to parents.

2. Reduce class size.
3. Provide more teacher aides.
4. Consider changes in our ability grouping system.
5. Make some modifications in our curriculum, such as, a greater variety of course offerings within existing course structures.

SUGGESTIONS FOR TEACHERS AND ADMINISTRATORS

(Excerpt from Afro-Americans in the Far West: A Handbook for Educators, by Jack D. Forbes, Far West Laboratory for Educational Research and Development, Berkeley, 1967)

VII. SUGGESTIONS FOR TEACHERS AND ADMINISTRATORS

A. A school serving Afro-American pupils should serve as a bridge between these students and the adult world which they will subsequently enter. This adult world will sometimes be Anglo in character, but more often it will be of a mixed Anglo-Negro culture. In any case, the school, if it is to be a bridge, must serve as a transitional experience and not as a sudden leap into a foreign set of values and practices.

Additionally, American Negroes live within the margins of a society which has treated them in an almost unbelievably repressive manner for three hundred years, and more terribly still, has attempted (consciously or otherwise) to instill in the Negro a sense of inferiority. The school must address itself to the task of bolstering the self-image of black pupils and adults in order to overcome the psychological effects of centuries of discrimination. This is a doubly difficult task in view of the continuing reality of life in the United States, but it must be undertaken as a central function of any school serving Afro-Americans.

For all of the above reasons such a school needs to develop a set of strategies, in close collaboration with the local black community, which will make the school truly belong to the people being served, rather than to the people who operate the school system.

The following are suggestions which hopefully will help to bring about such a change.

1. The school environment should have some element of Afro-American character, subject, of course, to the desires of the local black community. Such character can be created by means of murals depicting aspects of the Afro-American or African heritage, the erection of statues depicting outstanding leaders of African ancestry, displays of African and Afro-American arts and crafts, bulletin boards depicting black people and their accomplishments, and by the adoption of a name for the school which is relevant to our Afro-American past. The expense involved in the above will not necessarily be great, as adults in the local Afro-American community might well become involved in projects which would have the effect of making the school "their" school.

2. Teachers and administrators in such a school should be familiar with the dialect spoken by the pupils and should be encouraged to utilize this language wherever appropriate in order to enhance communication both with pupils and with parents.

3. Imaginative administrators and teachers may wish to further linguistic development by using the local dialect as an initial means for introducing language concepts and for developing bi-dialectical skills.

4. If the local dialect is sufficiently different from standard English, the latter will need to be taught with an "English as a second language" technique.

5. Where the local community is interested, non-European languages spoken in Africa (such as Arabic, Swahili, or Yoruba) might be offered along with, or in place of, European languages at the secondary level. The United States needs persons able to speak African native languages and likewise certain Afro-American groups are interested in having such idioms taught.

6. Supplementary materials utilized in the classroom, as well as library resources, should include numerous Negro-oriented items (magazines, newspapers, books, phonograph records, films, et cetera), in order to provide cross-cultural experiences for all pupils and to provide an atmosphere relevant to the black pupil's heritage.

   Afro-American periodicals used in the school should cover the full range of opinion, including, for example, Ebony magazine with its basically Negro middle class orientation, militantly separatist Liberator magazine, and Mr. Muhammad Speaks, an organ of the Nation of Islam. The issues raised by these various publications are often real issues which cannot be ignored by a school designed to be involved with the community and its concerns.

7. Every effort should be made to acquaint pupils and visiting parents with the rich literature now available pertaining to Africa and Afro-Americans. Many techniques are useful, including a permanent display case near the main entrance to the school, a paperback library operated by students or parents, a paperback bookstore, and an extensive use of supplementary soft-cover books as a part of regular classwork. Books by black authors should be given special prominence, as in a display case where photographs of the author can be placed next to the book being exhibited.

8. Curricula in the school should possess a Negro dimension wherever appropriate. In social science courses where the development of the western United States is being discussed, attention should be given to the black pioneers of the Southwest, to Negro governors, explorers and soldiers, and to more recent Afro-American

developments. Courses in Afro-American history should be offered in all schools attended by pupils of African ancestry and these courses should not limit their attention to United States English-speaking Negroes.

9. Courses in literature should include readings in African and Afro-American literature (in translation, if necessary) and works by and about Negroes.

10. Curricula in music and "music appreciation" should give attention to all classes of Afro-American music, including folk-"blues", jazz, Afro-Brazilian, Afro-Cuban, Calypso, and other forms. In many schools, instruction in Afro-American musical forms might well replace or supplement the standard band and orchestra classes, in order to take advantage of one of the important assets brought to school by many Negro pupils.

11. The dance would appear to be an area where many black young people can readily contribute to the enrichment of a school's program. While it would be a mistake to hold that all youth of Negro background are "good dancers", it is nonetheless true that black culture encourages the development of this skill. African and Afro-American dance styles should be included in any dance curriculum, along with other forms of the art.

12. Arts and crafts courses should acquaint all pupils with African and Afro-American art forms and should provide a close tie-in with the various "Black Arts" movements developing in ghetto communities.

13. Southern Negro cooking should be available as a part of the school's programs in home economics wherever sufficient interest exists.

14. Since one of the primary objectives of educators should be the linking of the school with the local adult community, it follows that Afro-American adults and youth should be involved in the life of the school as resource people, supplementary teachers, teacher's aides, and special occasion speakers.

    Additionally, local advisory committees should be asked to help develop policy either for a neighborhood school or for a Negro-oriented cultural enrichment program in a district-wide or regional school. No elements of African or Afro-American culture should be introduced into any school without the active participation of local black people in the development of the program.

15. Our Afro-American cultural heritage, whenever brought into the school, should be treated as an integral and valuable part of our common legacy, and not as a bit of "exotica" to be used solely for the benefit of black pupils.

16. In a school composed of students from diverse cultural backgrounds every effort should be made to bring a little of each culture into the school. A part of this effort might involve incorporating each major ethnic celebration into the school routine (focusing on Chinese-Americans at Chinese New Year, Mexican-Americans during Cinco de Mayo, Negroes during Negro History Week, et cetera).

17. School personnel should receive special training in Afro-American culture and history and should have some background in anthropology and/or sociology. It may well be that school personnel hired for employment in ghetto-area schools should have several weeks of intensive pre-service training in cross-cultural dynamics not unlike that received by Peace Corps and VISTA trainees. Such training should actively involve persons from the local community to be served.

18. A school serving a ghetto neighborhood should become closely identified with the aspirations of the local community and should function, in so far as is possible, within the framework of the local culture. This may call for much reorientation on the part of middle class school personnel, whether of African or non-African ancestry. It will also call for a revamping of the curricula so that course content deals with the real world perceived daily by ghetto children. For example, courses in United States Government should describe the manner in which political action actually takes place and not an idealized version of what might be the case in some non-existent utopia. Perhaps one appropriate manner in which to teach governmental concepts might involve training secondary-level students as community organizers or community service workers.

19. School personnel who believe that it is important to examine pupils periodically in order to provide data on "ability" for future counseling or "tracking" should wish to obtain accurate information by the use of tests which are relatively unbiased. It is difficult to ascertain the potential of dialect-speaking youth by means of standard English-language tests, nor can that of low-income students be predicted on the basis of tests oriented toward middle-class paraphenalia or concepts. On the other hand, biased tests will substantially predict the formal achievement level of culturally different or low-income pupils attending biased schools. Therefore, a change in tests will accomplish little unless accompanied by changes in the school, which serve to realize and enhance the potential revealed by the new test.

20. Maximum use should be made of techniques which are designed to enhance self-concept and involve the community in the life of the school, including the use of parent teaching aides, older pupils as tutors for younger pupils, and college students of minority background as para-professional counselors. See subsection D (below) for additional related suggestions.

B. The above suggestions are basically designed to change the atmosphere of the school so as to provide greater motivation for all concerned, as well as to impart useful knowledge. In addition, many curricular and methodological innovations are available which are expected to improve learning for all students and these new programs should certainly be made available to Afro-American youngsters. It is to be suspected, however, that a school which is basically indifferent or hostile toward the local black culture will not succeed in stimulating greater learning merely by the use of methodological innovations unaccompanied by a change in the general orientation of the school.

C. Attention should be given to African and Afro-American history and culture in all schools, regardless of ethnic composition. Anglo-American young people grow up in a "never-never" land of mythology as regards the Negro and it is crucial for our society's future that anti-Negro myths be exposed and eliminated. We must bear in mind that the "white problem in America", the tendency of Anglo-Americans for three centuries to exploit and denigrate non-whites, is probably still the major hurdle blocking the advancement of the black population. White young people, growing up in a mythic world of prejudice against Negroes and knowing nothing of black contributions, may well, as adults, frustrate many of the goals of educational programs directly involving Afro-Americans.

The multi-cultural reality of American life and history should be a part of every school's curriculum.

D. In many urban settings it may be that the creation of "Community Education Centers" in place of age-segregated secondary, continuation, and adult schools will contribute to the solution of a number of problems. Many urban centers lack sufficient facilities for "adult education", have essentially unsatisfactory "continuation schools" for their most difficult students, and experience serious discipline and motivation problems in the ordinary secondary schools.

For the above reasons, it is herein suggested that urban secondary schools be transformed into multi-purpose "educational centers" for the total community which they serve, after the pattern of the junior college. To eliminate the segregated "teenage" and "adult" schools, to add to the total educational resources of a community, and to improve school-community relations, the following specific changes in secondary schools are suggested:

1. Open up all classes in the regular day program to any student, regardless of age, who might benefit from the class.

2. Open up all evening "adult" classes to any student, regardless of age, and develop evening programs where none exist.

3. Combine the regular day and evening programs, along with new late afternoon and Saturday classes, into a continuous day program.

4. Provide a nursery and a pre-school so that mothers of small children may enroll for classes.

5. Provide a social lounge and center, perhaps in a partially used basement area, to be decorated by the students and kept open until 10:00 p.m.

6. Provide areas, if space is available, for sewing centers, et cetera, for adults as well as youth.

7. Utilize teenage students as much as possible in working with the nursery, pre-school, and other projects, so as to provide opportunities for the development of self-confidence and other desirable qualities.

8. Abolish all age-grading systems, so that each class consists of students capable of doing the work regardless of age.

9. Allow older teenagers to carry a partial load and still remain involved in the school's program.

10. Encourage work-experience programs.

11. Encourage the teachers, parents, adult and "regular" students to elect an advisory board to develop school policy, innovations, and enrichment experiences.

12. Alter the curriculum and orientation of the school so as to make it fully relevant to the language, culture, and desires of the community served.

13. Conduct a series of intensive community-teacher workshops to develop a full awareness of the contributions which both groups can make, and of the character and social dynamics of the local community.

Accompanying the opening up of classes to all and their extension into the evening hours and to weekends should also be the following:

1. The development of an adequate bookstore in each school, making available a significant proportion of current educational paper-bound books and periodicals;

2. Allowing instructors to offer at least one seminar-type course each semester, perhaps on a topic of their choice, but with the approval of their faculty colleagues and based upon community relevance.

3. Allowing instructors to establish their own class schedules, using the extended day period and Saturday if so desired, subject primarily to the approval of their faculty colleagues;

4. Encouraging faculty to keep abreast of new knowledge in their fields by providing scholarships which would enable teachers to take additional subject-matter course work or pursue research-literature review interests during the non-teaching months.

In summary, it seems a shame indeed that in many urban areas where non-scholastics are in obvious need of the opportunity for additional secondary-level schooling, that the only schools in their areas or neighborhoods capable of meeting these needs arbitrarily restrict themselves to certain kinds of potential students or segregate by age-groups and thereby diminish the educational opportunities of all concerned.

The physical facilities and most of the personnel needed for community education centers are already available. All that is needed now is a willingness to experiment and innovate.